



Report
on the
Administration of Burma
for the Year
1924-25

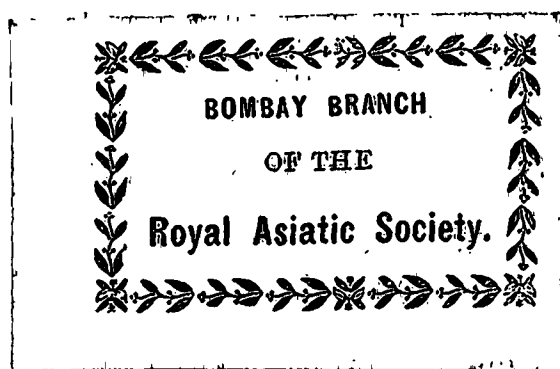


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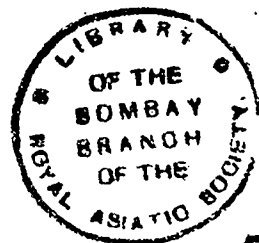
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REPORT

ON THE

ADMINISTRATION OF BURMA

For the Year 1924-25.

PART I.

GENERAL SUMMARY.

His Excellency Sir Harcourt Butler, G.C.I.E., K.C.S.I., was Governor throughout the year, with Sir William Keith, C.I.E., as Finance Member. Changes in the personnel of Government were necessitated by the death in October 1924 of the Hon'ble Sir U Kin, K.C.I.E., whose place as Home Member was taken by the Hon'ble U May Oung ; and by the appointment of the Hon'ble Mr. J. A. Maung Gyi to be a Judge of the High Court of Judicature, the Hon'ble U Pu succeeding to the Ministry of Agriculture, Excise and Forests. The Ministry of Education, Local Government and Public Health was held throughout the year by the Hon'ble U Maung Gye. No important territorial change took place during the year. Noteworthy administrative changes were effected, as a result of the recommendations of the Police Enquiry Committee, in the various branches of the Police Department. A new appointment of Deputy Inspector-General was created for the purpose of relieving the Inspector-General of important matters of discipline, postings and transfers ; while simultaneously the appointment of Deputy Inspector-General of the Northern Range was abolished. The appointment of Personal Assistant to the Inspector-General was transferred from the Imperial to the Burma Police Service, and a similar transfer was effected in the posts of four District Superintendents of Police. The crime branch of the Rangoon Town Police was strengthened by the appointment of a Deputy Commissioner of Police. Effect was also given to other important recommendations of the Enquiry Committee, in the direction of reducing the numbers and raising the pay of the lower ranks of the force. Administrative changes in other departments of Government were of no particular importance.

2. Peace was unbroken on the Northern Frontiers, though the year was not without rumours of impending trouble. In the Northern Shan States the *Sawbwa* of Kēngtūng was threatened with a transfrontier raid ; and a hurried concentration of military police was effected to avert disorder in connexion with revenue demands in the Namkhan area. But in neither case was armed intervention necessary. Inter-village raids occurred in a recently administered area of the Chin Hills, and in the Arakan hill tracts, necessitating punitive measures by the local military police. Relations with the Chinese and Siamese officials continued to be friendly. The health of the people was generally good though there was a serious outbreak of small-pox in the Kantī State ; another outbreak in the Somra tract was checked by timely vaccination. Cattle disease was more than usually prevalent, particularly in the Southern Shan States, where herds were seriously affected. Agricultural conditions were generally favourable. The third session of the Federated Council of Shan Chiefs was marked by the Chiefs' increasing interest in all branches of their administration, and by a gratifying readiness to subordinate personal inclination to the needs of their people. A most important event of the year was a visit paid by His Excellency the Governor to the Hukawng valley, on the north-west border, with the object of impressing on the local tribes, particularly the Nagas, the necessity of abandoning the practice of slavery and of human sacrifice. The problem of abolishing slavery was met by a scheme of purchase by Government under which emancipation should be complete by the middle of 1926. The problem of human sacrifice presented greater difficulties, though it is hoped that His Excellency's public denunciation, and the further steps taken to ensure the spread of civilising influences in the tract, will speedily result in the abandonment of this abominable practice.

3. With a good agricultural season, the condition of the people of Burma was better than in the previous year, though the full effect of one good harvest after several bad seasons is not immediately obvious. In Lower Burma there was a bumper crop of rice, and nearly all districts of Upper Burma shared in the improved agricultural conditions. Floods, too, caused far smaller loss than in recent years. The farmers, who form the bulk of the population, received lower prices for their produce, but the export trade was unusually busy. Retail prices of the principal food grains again ruled high. With the exception of epidemics of cholera, and to a less degree of small-pox, the health of the people was generally good. Cattle, too, enjoyed a continued immunity from serious disease. The year was therefore, as a whole, more prosperous than its immediate predecessors.

4. No important changes in land revenue law were made during the year. The favourable rainfall led to the assessment to revenue of a million and a half acres more than in the previous year, with

a consequent rise of over forty-six lakhs of rupees in revenue collections. A discordant note was introduced in five districts of Lower Burma, where political agitation took the form of a refusal to pay the capitation-tax; but the movement was comparatively short-lived and the amount of the tax for the collection of which recourse was had to coercive measures was less, for the whole province, than in the previous year. A resettlement of the revenue rates in the Shwebo and Mandalay Districts came into partial force; the full effect of these settlements is estimated at a net enhancement of over two and a half lakhs of revenue. Aerial photographic surveys for the Forest Department were continued with success in the Delta and South Tenasserim. Further progress was made with the revised system under which Government waste lands, formerly colonised by co-operative societies, will be formed into Government Estates and let to approved individuals as Government tenants. One such estate was actually formed during the year in the Thatôn District. The old colonies, some of which continue to be in a precarious condition, will thus in course of time cease to exist. The Rangoon Government Estate continued its development in the hands of the Rangoon Development Trust, but a revised rental policy, promulgated in view of local popular agitation, resulted in a reduction of its rentals, and is likely to check progress during the next few years. Nevertheless, further advance was made in the reclamation of house sites and the improvement of the city's internal communications.

5. The local legislature passed eight amending Acts during the year. The Rangoon Development Trust Act was amended so as to provide for the wider representation of Burmans on the Board of Trustees. The Burma Village Act was altered with the object of preventing the filing of complaints before stipendiary magisterial courts over the head of the benches of village committees. The life of the Rangoon Rent Control Act was extended to the end of 1926. Other Acts provided for the remedying of defects in the Revenue Laws of Upper and Lower Burma, and their assimilation; for the introduction into the Excise Act of preventive sections such as are found in the Opium and Gambling Acts; for delegation of powers under the Burma Canal Act; and for the enlargement of disciplinary measures in the Civil Police Force.

6. The growth throughout the Province of crime, and particularly of violent crime, presented the most disquieting problem of the year. The causes are difficult to locate with precision. The greater material prosperity which the Province enjoyed during the year scarcely supports the theory of an economic origin. Causes operative throughout the world—the unsettlement after the war, the growth of political consciousness, legislative activity—doubtless contributed to the increase in crime. The recrudescence, towards the end of 1924, of political agitation, resulting in a serious riot, an unprovoked assault on an American

missionary, the assassination of several village headmen, and numerous cases of cattle-maiming and arson, must also have had an unsettling effect on the popular mind. There were more than eight hundred murders during the year, and the figures for robbery and dacoity were the highest yet recorded. The number of reported violent crimes was fifty per cent in excess of that of five years ago. Firearms were used in nearly 400 dacoities or robberies. Police detection of robbery and dacoity showed a slightly higher percentage than in 1923, and in the case of other crimes the percentages of the previous year were generally maintained.

This excessive crime threw a strain on the accommodation of the jails, in spite of the release of a number of convicts on the recommendations of the Jail Revising Boards. The judiciary, too, were obliged to put forth a special effort in order to dispose of the augmented magisterial work. In particular, the lack of experienced magistrates of the higher classes was keenly felt. Nevertheless, the duration of criminal trials was kept at its earlier level. Ninety-seven persons were condemned to death, and 71 were actually hanged. Slightly more than half the cases committed to Sessions resulted in conviction. A much greater use was made of the preventive sections of the Criminal Procedure Code, and of the Habitual Offenders Restriction Act. There were over fourteen hundred proclaimed offenders at large at the close of the year, their capture being impeded by the proximity of refuge in the Shan States or in Siam.

7. Local self-government exhibited no striking development during the year. The personnel of the district councils remained unchanged; and except by a generally increased interest in their work and a greater appreciation of their responsibilities, the councils attracted no particular attention. The main stumbling blocks to the development of this form of local self-government are of financial origin. On the one hand, lack of funds has hampered the actual administration of these bodies by delaying the development of circle boards and the improvement of local communications. And, on the other hand, the failure of most district councils to master the intricacies of budget and accounts procedure has tended to obscure their real financial position; and to lead to numerous difficulties in audit. No direct taxes have yet been imposed by any of these local bodies. The number of municipalities in the Province was increased by the conversion of one notified area. The Corporation of Rangoon, in the course of a successful year during which just over one square mile was added to its northern areas, gave continued attention to the growing demands of the city's vehicular traffic, and its water supplies, the latter a problem which threatens to become acute in the course of a few years. The Rangoon Port Commissioners, in addition to dealing with an enhanced volume of traffic, continued progress with their schemes of reclamation and dredging. A strong Advisory Board, consisting of six members of the Legislative Council and

four members nominated by Government, with the Minister in charge of Local Government as chairman, was appointed during the year with the object of bringing members of the Legislative Council and the general public into closer touch with the administration of local bodies.

8. Mention has been made of the considerable extension of cultivation, and the consequent increase of land revenue, which attended a favourable monsoon. In Lower Burma the rainfall was more evenly distributed than in recent years ; crops were therefore heavier, and the country for the most part escaped the floods which have caused such serious loss of late years. In Upper Burma the early rains were light and the middle rains satisfactory, but the late rains more than made up for any deficiency, and crops of groundnut, rice and cotton were generally good. Exports of rice, cotton, and groundnut and its products, were much larger than in the previous year, though the prices obtained were slightly lower. With the exception of outbreaks of rinderpest, the health of cattle was satisfactory. An increase in loans to cultivators was due to the fact that the full benefit of good harvests was not yet felt, but freer repayments of earlier loans indicated improving conditions. The Agricultural College at Mandalay was opened during the year, and instruction begun in all branches. It was, however, found necessary during the year to raise the standard of education required for entrants, and the number of students was consequently reduced. For the same reason, the proposal that the College should be affiliated to the Rangoon University, with an Agricultural Degree, was temporarily abandoned, and reversion made to the institution of an agricultural diploma. The Department of Agriculture continued its useful activities in the investigation of plant pests and diseases, and, in particular, in the selection of pure strains of cotton and rice. Seed distribution also received prominent attention, and the amounts of pure seed available were largely, though not sufficiently, supplemented by a system of leasing land to approved farmers for the growing of seed for distribution. Sericulture was not neglected, but the trained staff available was too small for noteworthy progress. There was a welcome increase in the number of agricultural shows held during the year, and in the interest which they evoked. The Co-operative movement again showed no expansion. In Upper Burma it was found necessary to liquidate a number of unsatisfactory societies, with the result that, for the first year since the inception of the movement, the number of societies and of members decreased. On the other hand, Lower Burma societies were in a more healthy condition, attributed to the fact that they were founded at a time when the earlier errors made in Upper Burma had been recognised and remedied. The Provincial Co-operative Bank had another successful year ; and progress was also made by several urban Banks, whose importance is increasing.

9. The Forest Department continued to suffer from a lack of officers trained in the preparation of working plans. Aerial photographic survey of forests was further extended, and the protection and opening up of forest reserves were maintained. Extraction of timber by Government agency and by lessees was smaller than in the previous year, on account of poor markets and an indifferent floating season. There was, however, a very considerable increase in the amount of fuel and unreserved timber taken from the forests, the demand for fuel being stimulated by increasing industries and a lack of local supplies of coal.

10. The provincial output of petroleum again declined, mainly owing to the smaller production of the Singu field. A slight increase accrued from new wells in the Upper Chindwin District. The only other important mining industry in Burma is in the control of the Burma Corporation, Limited, whose mines at Bawdwin were responsible for a large increase in the amount of lead and silver ore extracted. Their ores produced over five and a quarter million ounces of silver. The production of rubies and other precious stones showed a further decline, in spite of a fair demand for good stones; while the coal output almost ceased. Tin ore continued to be produced in normal quantities, but tungsten was extracted only in so far as it was found in conjunction with tin, owing to the weak state of the market. The quantity of amber was doubled, but its value was not much greater than in the previous year.

11. A feature of industrial development was the opening of three match factories in Rangoon, bringing the total for the province to four. There was, in consequence, a noticeable decrease in the quantity of matches imported into Burma during the year. Saw-mills also increased slightly in number; but the over expansion in recent years of the rice-milling industry was indicated by a further falling off in the number of such mills. Foreign trade increased considerably in value, both imports and exports sharing in the advance. There was a marked rise in the export of rice, cotton, maize and other agricultural products, and a revival in the export trade of hides and skins, zinc ores, timber and paraffin wax. Silk, cotton and woollen piece goods contributed, with salt, liquors and provisions, to the swollen imports. The balance of foreign trade in favour of Burma exceeded twenty-one crores of rupees, and the balance against India was over eight crores. Although the total value of the transfrontier trade with China and Siam was greater than in the previous year, the increase was mainly confined to exports, notably of cotton and cloth goods. There was also an improvement in the trade with the Shan States and other dependencies.

12. Under the general control of the Communications Board, internal communications within the Province were maintained and expanded by the repair and extension of main roads, and by the construction of

important bridges. The Myitngè bridge was purchased from the Burma Railways Company for use as a road bridge. Metalling was applied to a number of miles of hitherto unmetalled roads. The railroads of the Province were further extended by the opening of nearly seventy miles of new line on the Pyinmana-Taungdwingyi and the Moulmein-Ye railways. Progress was made with the construction of the Mingaladon-Bauktaw and the Pegu-Kayan branch lines. Sanction was accorded during the year to the construction of an additional ninety miles of new railroad. The working of the existing railway system, which carried an increased number of passengers, was not marred by any very serious accident, though minor mishaps resulted in the loss of a few lives. Floods interrupted the railway service, but not to such a great extent as in the previous year. Navigation canals were maintained in a satisfactory condition, and measures taken in previous years against obstruction by the water hyacinth continued to prove effective. The work of irrigation canals was generally more productive than in the previous year, though there was a temporary shortage of water in the Ye-u and Shwebo systems. Building construction was actively carried on. The Agricultural College at Mandalay was completed before the end of 1924. Good progress was made with the construction of quarters and the provision of a water supply for the new Mingaladon Cantonments, with the building of the Insein Veterinary School and the Tharrawaddy Jail, and with additions to the Rangoon General Hospital.

13. There was no change during the year in the financial relations between the Central and Provincial Governments. A considerable increase in the central revenues was mainly traceable to higher receipts from taxes on income and customs duties. The former increase was due to an extended and more efficient administration of the income-tax department; while customs receipts rose with a revival of maritime trade, in spite of the continued set-back involved in the reduction of the salt duty. The expenditure from central revenues showed only a slight advance on that of the previous year. Under the provincial heads of revenue, receipts easily outstripped an enhanced expenditure. Land revenue and taxes on income produced a large increase, which more than made up for reduced receipts under the heads of excise and state railways. Smaller receipts from duties on the sale of liquor, and a further restriction of the issues of opium accounted for the falling off in excise revenue. The main items of the increased provincial expenditure were concerned with education, and with a normal rise in administrative and pension charges. There was less expenditure than in the previous year on the Forest department, which curtailed its former activity in timber extraction; and on the Police department where the economies recommended by the Police Enquiry Committee, to which a reference has been made above, were seen to take effect.

14. The increased revenue receipts of the Rangoon Corporation, due to a revision of assessments and to higher realisations from pawnshops and markets, were more than counterbalanced by an enhanced expenditure, with the result that the balance of ordinary revenue accounts was lower at the end than at the beginning of the year. The bulk of the expenditure was directed to the improvement of communications and of the city's water supply. In other municipalities, where the incidence of taxation per head rose slightly, an increase in expenditure was more than met by greater revenue receipts. The service funds of these smaller municipal committees were still inadequately balanced. It has been mentioned above that the position of District Council Funds was obscured by inaccurate accounting; further confusion was caused by delay in transferring to the credit of the funds receipts from land revenue cess in Lower Burma. The accounts of the Government Estate, administered by the Development Trust, showed an amount transferred to the capital account and so available for expenditure on development, slightly in excess of that of the previous year, in spite of heavier administrative charges. For the general development of the Trust Estate, however, the necessity of strengthening the administrative staff reduced the balance available for expenditure to the lowest figure for the past three years. The Rangoon Port Trust successfully raised a 5½ *per cent.* loan of 35 lakhs of rupees during the year. With revived shipping activity the revenues of the Trust were considerably in advance of its increased expenditure, and a sum of two and three-quarter lakhs of rupees was transferred to reserve. Other local funds showed no striking developments.

15. The recording of statistics of public health still left much to be desired, particularly in rural areas, but improvement is gradually being effected. The year under review recorded a fall in the birth-rate and a rise in the death-rate, the total number of births exceeding the deaths by a small margin. But, except for a serious outbreak of cholera, which led to an increase in the apparently successful use of anti-cholera vaccine, the year was generally healthy. Deaths from small-pox were less, possibly on account of the extension of compulsory vaccination to further rural areas, and a consequent considerable rise in the number of operations performed by the vaccination staff. Respiratory diseases, particularly tuberculosis of the lungs, to which the climate of Burma is not inimicable, were responsible for a larger number of deaths. The rate of infant mortality showed again a disturbing increase, particularly in towns, where during the year, one child in every three failed to survive the first year of life. The problem was recognised by a greater activity in the formation or revival of infant welfare societies in most parts of the Province, and by the institution of "Baby Weeks" at various centres; while proposals were considered for the amalgamation of the various infant and maternity welfare societies under a provincial organisation.

A new appointment of Hygiene Publicity Officer, intended to be filled by a Burman, was created as an experiment in September 1924. There was great activity in connexion with the construction of new hospitals and the replacement of unsuitable hospital buildings. The total number of hospitals was increased by five during the year. Steps were taken to reorganise the higher staff of the Rangoon General Hospital. The constitution of the Public Health Board was broadened, and the scope of its activities extended. Further progress was made with the construction of the Tadagale lunatic asylum on the outskirts of Rangoon, but it was not possible during the year to transfer any patients to the new buildings.

16. Steady progress characterised all branches of education. The number of pupils in recognised schools increased in every stage of instruction, and the problem of finding sufficient qualified teachers to cope with the increase in pupils was insistent, particularly in view of an apparent disinclination of Burmans to undergo training as teachers. This shortage of competent instructors probably accounts for the general decline which appeared in the year's examination results. Some remedy for this difficulty was sought during the year in raising the pay of teachers in vernacular high schools, and of the senior masters of Government schools. There was a considerable advance in the number of girl pupils, particularly in the secondary schools; and a gratifying increase in the number of girls undergoing training as teachers. Three Deputy Inspectresses of Schools were appointed during the year, and their work and enthusiasm were commended. The year was further marked by a revision of the State Scholarship Scheme, by which between 6 and 12 scholarships are awarded annually on the result of a competitive examination; and by the appointment of six local boards to award school and apprentice stipends. The Rangoon University continued to develop its vigorous growth. The number of students, half of whom are now Burmans, increased during the year by over three hundred. New courses were introduced in Forestry, Engineering, Geography and Geology. Mention has been made in a preceding paragraph of the Agricultural College at Mandalay. The foundation stone was laid during the year of the new Veterinary College and Research Institute at Insein. The Medical and Veterinary Schools and the Technical Institute all enjoyed a prosperous year. The collapse of the opposition formerly displayed to the Patamabyan examination in Pali was shown in a new record number of entries. The report of the Vernacular Education Committee was presented during the year, and effect was given to some of the Committee's recommendations. But the more important matters dealt with in the report, which is a testimony to the difficulty of educational problems in Burma, were still under the consideration of Government at the close of the year.

PART II.

DEPARTMENTAL CHAPTERS.

NOTE.—The departmental reports and other references on which this *Report on the Administration of Burma* is based, are noted at the beginning of each chapter. The departmental reports do not all cover the same period. The Reports on the Administration of Civil and Criminal Justice, on the Police and Prison Administration, on the Working of the Registration Department, on the Public Health Administration, on Lunatic Asylums, on Mineral Production and on the Working of the Indian Factories Act, the Return regarding measures adopted for the extermination of Wild Animals and Venomous Snakes, the Note on Hospitals and Dispensaries, and the Report of the Chemical Examiner deal with events which took place within the calendar year 1924. The Reports on the Land Revenue and Land Records Administration, on the Working of the Co-operative Societies Act, and on the Operations of the Department of Agriculture, and the Season and Crop Report, are concerned with the agricultural year from the 1st July 1924 to the end of June 1925. All other reports cover the twelve months of the official or financial year that ended on the 31st March 1925.

CHAPTER I.

PHYSICAL AND POLITICAL GEOGRAPHY.

REFERENCES—

- Quarterly Civil List for Burma, corrected up to the 1st April 1925.
- Season and Crop Report of Burma for the year ending the 30th June 1925.
- Report on the Land Records Administration of Burma for the year ended the 30th June 1925.
- Report on the Civil Veterinary Department (including the Insein Veterinary School), Burma, for the year ended the 31st March 1925.
- Report on the Public Health Administration of Burma for the year 1924.

PHYSICAL.

Physical Features of the Country, Area, Climate and Chief Staples.

For information on this subject reference should be made to paragraphs 1 to 8 of the Report on the Administration of Burma for the year 1921-22.

POLITICAL.

Historical Summary.

For information on this subject reference should be made to paragraphs 9 to 18 of the Report on the Administration of Burma for the year 1921-22.

Form of Administration.

For information on this subject reference should be made to paragraphs 19 to 42 of the Report on the Administration of Burma for the year 1921-22, and the paragraph under this head in the Report on the Administration of Burma for the year 1923-24.

Character of Land Tenures : System of Survey and Settlement

For information on this subject reference should be made to paragraphs 43 to 56 of the Report on the Administration of Burma for the year 1921-22.

Civil Divisions of British Territory.

For information on this subject reference should be made to paragraphs 57 to 67 of the Report on the Administration of Burma for the year 1921-22.

Details of the last Census : Tribes and Languages.

For information on this subject reference should be made to paragraphs 68 to 75 of the Report on the Administration of Burma for the year 1921-22.

Changes in the Administration.

1. His Excellency Sir Spencer Harcourt Butler, G.C.I.E., K.C.S.I., was Governor during the year 1924-25. The Hon'ble Sir William Keith, C.I.E., was Finance Member. On the death of the Hon'ble Sir U Kin, Home Member, on October 22nd 1924, the Hon'ble U May Oung was appointed a temporary Member with effect from November 12th, and assumed office as permanent Home Member on November 28th. The Hon'ble Mr. J. A. Maung Gyi was Forest Minister until 12th November, on which date he was appointed a Judge of the High Court of Judicature at Rangoon, being succeeded by the Hon'ble U Pu. The Hon'ble U Maing Gyee was Education Minister throughout the year.

2. The headquarters of the Kalewa Township of the Upper Chindwin District were transferred from Masein to Kalewa. The Sima and Sadon Subdivisions of the Myitkyina District were amalgamated, with headquarters at Fort Harrison, while the headquarters of the Konglu Subdivision of the same district were transferred from Konglu to Fort Hertz. Territorial redistribution in the Katha District resulted in the abolition of the Tagaung Township. The Kyaikmaraw Township was transferred from the Kawkareik Subdivision to the Moulmein Subdivision of the Amherst District. The boundary between the

Amherst and Tavoy Districts was altered. The boundaries of the Kayan, Thongwa and Syriam Townships and of the Kungyangon North and South Townships in the Hanthawaddy District were readjusted. The City of Rangoon was extended by the inclusion of two village-tracts taken from the Insein District.

3. *Police Administration*.—As a result of the recommendations of the Police Enquiry Committee, considerable changes were made in the Police Administrative Staff. The appointment of Deputy Inspector-General of Police, Northern Range, was abolished. A new appointment of Deputy Inspector-General of Police, Administration, was created in the office of the Inspector-General of Police, with powers to dispose, under the direction of the Inspector-General of Police, of all important matters relating to discipline, transfers, promotion, etc. The appointment of Deputy Commissioner of Police in charge of the crime branch was added to the Rangoon Town Police-force. The posts of Personal Assistant to the Inspector-General of Police, District Superintendents of Police of the Bhamo, Myitkyina, Kyaukse and Sandoway Districts, and one of the appointments of Divisional Superintendent in the Rangoon Town Police-force were transferred from the cadre of the Indian (Imperial) Police to that of the Burma Police Service. The number of Deputy Superintendents of Police was reduced from 51 to 49; while the abolition of the Salween Battalion of the Military Police, and the amalgamation of the Toungoo and the North-West Border Battalions with the Rangoon and the Mandalay Battalions respectively, resulted in the number of posts of Commandant and Assistant Commandant of the Burma Military Police being reduced by two and four respectively.

Colonization Department.—The designation of the Superintendent of Colonization was altered to Administrator of Government Estates, the officer being declared to be a Head of a Department.

Industries Department.—The temporary post of Pottery Expert was made permanent.

Public Works Department.—The sanctioned strength of the Indian Engineering Service was reduced by one appointment of Executive Engineer and one appointment of Assistant Executive Engineer.

Relations with Tributary States and Frontier Affairs.

(i) Shan and Karenni States.

[Federated Shan States, comprising Northern and Southern Shan States : six Northern States, area 20,156 square miles, population 585,924; 35 Southern States, area 36,157 square miles, population 847,618. Karenni : four States, area 4,280 square miles, population 63,350, tribute Rs. 5,350. Hsawnghsup (Thaungdud) : area 529 square miles, population 7,043, tribute Rs. 400. Singkaling Hkamti (Zingalein Kanti) : area 983 square miles, population 2,287, tribute Rs. 100. Hkamti Long (Kantigyi) or Bhor Hkamti : area 200 square miles, population 7,673, tribute Rs. 2,433.]

4. Peace continued on the frontier; but conditions were still unstable.

Federated Shan States. The Sawbwa of Kengtung was threatened with an incursion of armed bandits from Shanghai, but fortunately the force split up into small parties, and did not cross the frontier. A crisis arose in March over the collection of revenue in the

Namkhan area, where the frontier boundary, obscured by a change in the course of the Shweli river, has been a frequent source of disquiet. A force of military police was hurried up by motor transport from Lashio and Bhamo, but the threatened trouble was averted by a conference of civil officers, who agreed to refer the dispute to the next Frontier Meeting, which will be held at Muse, in British territory. The annual Frontier Meeting, held at Nawngma in January 1925, disposed of only one-third of the cases brought before it, one of those left unsolved being the boundary dispute mentioned in the preceding paragraph.

The third Session of the Federated Council of Chiefs was held in December 1924, and the debates ranged over the entire administration of the Federation. The Chiefs showed an increasing sense of public spirit, which was further evinced by the support which they have given, often at considerable personal sacrifice, to the policy of suppressing poppy cultivation within the States, and to the prevention of opium smuggling. Crime showed an increase in the Federation, as in other parts of the Province. The Police dealt with 2,638 cases, against 2,430 in the previous year. The proportion of criminal and civil cases dealt with by Government Courts was approximately one-third and one-fifth respectively.

Rainfall was generally good ; and the crops, consisting mainly of rice, potatoes, oranges, tea, coffee and tobacco were above the average. Cattle disease was unhappily rampant in the Southern States where nearly every State suffered severe losses of plough cattle. Import and export trade continued to increase ; the Burma Mines having a record year in spite of losses by fire. The mineral wealth of the Southern States attracted the attention of a number of prospectors, and developments seemed probable. The Forest staff was increased during the year, and an officer with special training in *lac* cultivation was posted to duty in the Federation for a period of three years. Education made slow but steady progress. The number of pupils in the public schools, all but six of which are vernacular, increased from 7,125 to 7,485. The European missions continued to do valuable educational work. The health of the people was generally good, and no severe epidemics occurred. Hospitals and dispensaries continued to increase in popularity. Much useful work in the training of nurses and midwives was accomplished by the Maternity Home at Taunggyi.

5. The Siamese frontier continued peaceful during the year. Rainfall was more plentiful and crops did fairly well, success being obtained with experimental seeds of groundnut and cotton from the Mahlaing Government Farm. The Mawchi Mines were reopened in February 1925 under European supervision. Revenues showed a decrease from Rs. 1'89 lakhs to Rs. 1'84 lakhs, in spite of higher receipts from the forests. There was a serious outbreak of small-pox causing 125 deaths ; as a result, the number of persons vaccinated was more than doubled. The health of the people was otherwise normal. With the exception of the opening of a new State School at Loikaw, education showed no marked progress.

6. The year was uneventful in the small Shan States in the Upper Chindwin District. Trade by barter continued between the Kanti Shans and the Nagas, and between the Thaungdut Shans and the Manipuris. The health of the

people was good, except in Kanti, which suffered a severe epidemic of cholera. Crops were good in Kanti, but insufficient rain caused a partial failure in Thaungdut. Kanti was free from cattle disease but Thaungdut again lost a few animals from anthrax.

(ii) *The Chin Hills.*

[*The Chin Hills District : area approximately 8,550 square miles, population 110,079. The Pakôkku Hill Tracts : area approximately 3,100 square miles, population 28,799. The Hill District of Arakan : area approximately 3,000 square miles, population 20,914. Tracts in the Upper Chindwin, Akyab and Kyaukpnyu Districts.*]

7. The year in the Chin Hills was peaceful, except in the area which was brought under administration for the first time in 1922. Five petty raids took place, of which three were suitably dealt with by enforcing the release of captives and payment of compensation. In two cases effective action had to be postponed. A more serious outrage was the work of four villages in the Arakan Hill Tracts which attacked the village of Htin La, murdered four men, and carried off nine captives. The Deputy Commissioner exacted a fine of 15 *mithun*, which was divided among the widows, and restored the captives to their homes. The ring-leaders were deported to Akyab for a few months. The "canebellied" Chins of this area are still inclined to the belief that the officers who visit them, and their escorts of police, are marauding freebooters whose means of livelihood is demanding rice, in which form the revenue is collected. Elsewhere the district was law-abiding. Attendance in schools increased. Crops were a little below normal. The usual *darbar* was held in the hills of the Akyab District. In the Chin Hills proper and in the Pakôkku Hill Tracts crops were good, and the revenue was easily collected. Education made some progress. The people of the Tiddim Subdivision readily enlisted in the Army, and among the Chinboks there were 70 applications for 11 vacancies in the Military Police. In the Somra Tract an epidemic of small-pox was kept within limits by vaccination. Travelling dispensaries continued to do good work.

(iii) *The Kachin Hill Tracts.*

(*Tracts in the Myitkyina and Bhamo Districts.*)

8. The outstanding event of the year was the visit of His Excellency the Governor to the Hukawng Valley, which lies in unadministered territory on the north-west border of the Province. The Local Government had for some little time been exercised by the knowledge that in this and neighbouring areas slavery is common among the Kachin and Shan tribes, and that the Nagas in the northern areas are, further, addicted to the practice of human sacrifice. With the concurrence of the Government of India, it was decided that His Excellency should personally visit the Hukawng Valley, and publicly announce the British Government's abhorrence of these practices, and its determination that they must cease. Accordingly, in January, 1925, Sir Harcourt Butler, after an arduous journey, reached Maingkwang, where, in the course of a three days' stay, he interviewed the local chiefs; and in a *Darbar*, which was widely attended by chiefs of the neighbouring administered and unadministered territories, he made a public announcement of Government's policy, and intimated that arrangements would be initiated for the emancipation of all slaves, the purchase money to be recovered by easy instalments from the slaves, who, it has since been estimated, number roughly three thousand. Orders were issued that from the date of the

durbar the masters of slaves should not sell or give away their slaves. By these arrangements it is anticipated that all slaves will be emancipated by April 1926.

The question of abolishing human sacrifice proved more difficult. The chiefs were willing to agree that no one from the Hukawng Valley should be sold or taken or sent for sacrifice ; but they protested that if they were deprived of the protection from evil spirits which, they believed, such human sacrifices afford, they would be subject to incalculable calamities. The difficulties involved in taking over and thereafter administering this malarious and inaccessible country are such that for the present only indirect pressure can be brought to bear on the tribes with a view to their abandoning this revolting feature of barbarism. His Excellency called on the native overlords to assist in the suppression of the practice, and warned the Naga Chiefs that the British Government would not tolerate human sacrifice in any form. After His Excellency's return, arrangements were made for a British officer to tour the valley each year. It is intended that he should use his influence to make known and enforce the decision of Government regarding human sacrifice. The chiefs received the decisions of Government in a friendly manner, but as this unnatural custom is regarded as a basis of their society, its complete eradication will be a matter of time and patience, and can be effected only by the spread of civilising influences.

The peace of the frontier was unbroken ; but a serious raid was made by fifteen Kachins from the Triangle into the Atan tract of the Myitkyina District. Seven persons were carried off, of whom one woman was subsequently released by the raiders, two women and three children were sold into slavery, and a man was murdered. The leader was captured and sentenced to death, and the women and children were recovered. Survey work in the Triangle was again interrupted by objections on the part of one of the Chiefs. There was a recrudescence of opium traffic in the Sinlumkaba Hills, while in the Putao District little has yet been done to suppress effectively the cultivation of the poppy.

Crops were adequate, and there was no trouble in the collection of tribute. A further decrease took place in the output of jade. Progress in education continued in the Bhamo District, chiefly owing to the American Baptist and the Catholic Mission organisations. Vocational training of carpenters at Bhamo and of blacksmiths at Lamaibang achieved practical results.

Condition of the People.

9. The season was generally good for rice and other important crops. In Lower Burma distribution of rainfall was normal except in some areas where an excess in July and August necessitated replanting. In Upper Burma early rains were light, and early crops, except cotton, did not mature ; but satisfactory middle and exceptionally good late rains, resulted in the season as a whole being better than the average. Harvest prices of the main crops were on a higher level than in the previous year. Retail prices of rice were high for some months but afterwards declined. The health of agricultural cattle was on the whole better than in previous years, though rinderpest claimed a number of victims. The health of the people showed no striking variation from the normal. The death-rate was below the average for the previous five years both in town and country. Deaths from cholera were quadrupled, but there were decreases under plague and small-pox.

CHAPTER II.

ADMINISTRATION OF THE LAND.

REFERENCES—

- Report on the Land Revenue Administration of Burma during the year ended the 30th June 1925.
- Report on the Land Records Administration of Burma for the year ended the 30th June 1925.
- Report on the working of the Rangoon Development Trust for the year 1924-25.
- Agricultural Statistics of India, Volume I.

Realisation of the Revenue.

10. The minor changes made during the year in the Land Revenue law applicable to Upper and Lower Burma were not so important as to call for detailed notice. The Rules under the Lower Burma Land and Revenue Act were amended so as to alter to the 1st January the dates on which capitation-tax and land rate in lieu thereof fall due ; and exemption of income-tax assesseses from these two taxes was limited to the amount of income-tax paid. Provision was made in the Rules under the Upper Burma Land and Revenue Regulation to exempt from *thathameda*, for three years, Shan and Chinese immigrants settling in the Bhamo and Myitkyina Districts. The Land Revenue Directions were amended so as to authorise Deputy Commissioners to postpone in special areas the date on which main crop assessments fall due, and to sanction the striking off of irrecoverable land revenue up to Rs. 200, while Commissioners were empowered to sanction remissions on account of crop failure without limit. The Directions were further revised so as to provide for the assessment of land revenue on State land, such as roads, sites for hospitals, etc., transferred to local bodies or private persons for public, religious or charitable objects. Rules and Directions under the Burma Mineral Concession Manual were revised to give more effective control over the assignment or transfer of interests accruing under mining leases.

11. The total demand of land revenue proper, excluding the amounts credited to Cess and Irrigation, rose by Rs. 34'07 lakhs to Rs. 343'92 lakhs. The increase was due to a generally good agricultural season, Lower Burma contributing Rs. 21'5 lakhs and Upper Burma Rs. 12'5 lakhs of the increase. Only three districts in Lower Burma and one in Upper Burma recorded a decreased demand. An increase of Rs. 6'67 lakhs in the Pegu District was partly due to assessment for the first time of Co-operative Society land in the Kamasè and Yitkangyi Reserves. The introduction of revised

settlement rates in the Pyapôn District raised the demand by Rs. 1'77 lakhs. Floods in Lower Burma were far less serious than in the preceding year, though the Insein District again suffered heavily ; while Upper Burma was also more fortunate, except in Yamêthin where the late rains failed. Consequently, remissions of current revenue fell from Rs. 17'39 lakhs to Rs. 7'88 lakhs. The same favourable conditions raised collections from Rs. 2,85'82 lakhs to Rs. 3,31'85 lakhs, and reduced outstandings at the end of the financial year to Rs. 4'22 lakhs, a figure more than two lakhs smaller than that of the previous year. In Upper Burma outstandings were heaviest in the Pakôkku, Sagaing, Mandalay and Myingyan Districts.

12. Warrants of attachment of immoveable property for the recovery of revenue were issued in 14,290 instances, and warrants of arrest against 18,609 persons. Property was sold in 4,676 instances, and 315 defaulters were committed to jail. The Arakan Division was again responsible for a large number (1,510) of the sales ; in the Kyaukpyu District alone 2,038 warrants were issued against immoveable property and 184 persons were arrested, though none was committed to jail. The very large increase in the number of defaulters sent to jail is traceable to the Tharrawaddy (35), Prome (29), Tavoy (106) and Mergui (94) Districts, where political agitation took the form of a campaign against payment of capitation-tax. The amount of revenue for the recovery of which process issued was Rs. 25'09 lakhs, or Rs. 2'93 lakhs less than in the previous year.

Surveys.

13. Aerial photographic survey was continued during the open season in the Delta and in South Tenasserim. Topographical surveys were continued during the year by No. 10 Party of the Survey of India which surveyed 3,069 square miles on the 1-inch scale in the Thayetmyo, Kyaukpyu and Sandoway Districts and 239 square miles on the ½-inch scale in unadministered territory in the Kachin Hills, and also carried out triangulation as a basis for future surveys in the Sandoway, Henzada, Bassein and Myaungmya Districts. No. 11 Party surveyed 2,229 square miles in the Amherst District on different scales, and carried out 3,500 square miles of triangulation. Five linear miles of forest boundary traverse were completed in the Amherst and Thatôn Districts. Precise levelling over a length of 367 miles was done for the irrigation branch of the Public Works Department. Tidal survey operations were continued at Rangoon and Bassein. The tidal observatory at Moulmein was dismantled, and observations discontinued. Nine sheets of the one-inch survey, eight of the half-inch survey, and one degree sheet on the scale of four miles to the inch were published during the year.

14. The special survey party was employed in seven districts during the year. In the Myaungmya District resurvey was completed for 36 square miles of traverse and 39,523 acres under occupation ; in the Magwe District 6,000 acres of island *kaing* cultivation were traversed ; in the Myitkyina District 52,000 acres of traverse and 52,961 acres of original survey were completed ; while in the Pakôkku District 53 square

Revenue Proceedings and
Coercive Processes.

Surveys by Imperial
Agency.

Surveys by Provincial
Agency: Extension and
Revision Surveys.

miles were traversed, and 13,402 acres surveyed. It was found possible to replace still further the Indian menials with the special party by men of indigenous races. In addition to the work of the special survey party the local staffs did revision survey or cadastral resurvey over 1,893 square miles and traverse survey over 623 linear miles.

15. In the Upper Chindwin District 12 square miles of the Indaw oil-field, and in the Mergui District 17 square miles of mining leases and 542 acres of rubber blocks were traversed by the special survey party. The town of Pyinmana, an area of two square miles, was surveyed on the 64-inch scale by the same agency. The local staffs surveyed a total area of 173 acres in the towns of Sagaing and Minbu.

Town Surveys, and Surveys of Leased Areas.

Settlements.

16. Settlement operations were continued during the year under review in the Pyapôn, Mandalay and Katha Districts, while preliminary operations in the Yamèthin District had to be suspended owing to illness of the Settlement Officer. A section of the Pyapôn settlement party also undertook settlement enquiries in a small area of the Myaungmya District. During the year orders were passed by the Local Government on the Shwebo and Mandalay settlements.

Progress of Settlements.

17. The total land revenue demand for the Shwebo District was raised by 13·93 per cent. to Rs. 17·19 lakhs ; while in Mandalay the revised settlement rates notified for 12 tracts resulted in an increased land revenue of Rs. 72,114 or 19·77 per cent. The gross effect of the land revenue demand for these two districts was an estimated net enhancement of Rs. 2·82 lakhs. The total expenditure on all settlement parties for the year was Rs. 2·73 lakhs.

Financial Results.

Land Records.

18. The area under supplementary survey, for which complete land records are maintained, was 32,079,202 acres, a decrease of approximately 250,000 acres since last year, mainly due to the exclusion of areas brought under lump sum or fixed assessments in the Shwebo, Meiktila or Mergui Districts. The occupied area dealt with by the Department was much the same as last year ; but the assessed area rose by 1,254,279 acres to 14,751,773 acres, the highest figure for several years, owing to a favourable season.

Area under Supplementary Survey.

19. The total cost of the survey establishment was Rs. 24·67 lakhs, an increase of three lakhs over last year's figure. The reduction of establishment which will follow the simplified procedure has not yet had time to take real effect ; while late payments during the year of daily allowances earned during the previous year make the disparity in annual cost seem greater than it should. The average inclusive cost of surveys per acre assessed was Rs. 5·87, a slight decrease from the previous year.

Cost of Supplementary Survey.

20. The number of survey schools was reduced to five by the closing of the school at Ma-ubin; the schools are declining in popularity owing to the introduction of the scheme for the direct appointment and training of recruits by Revenue Surveyors in their home districts. The educational qualifications of pupils showed a further improvement, over 70 per cent. having passed the VIIth or higher standards. Recent developments in organisation have definitely established the functions of the special survey party as a training school for land records subordinates deputed annually for advanced training, and for such Probationary Assistant Superintendents and Inspectors as require to be trained in surveying. During the year two officers of the Indian Civil Service, four of the Burma Civil Service and Burma Frontier Service, and 27 of the Subordinate Civil Service went through a course of Land Records training. The course of training for officers of the Indian Civil Service and Burma Civil Service has now been reduced from three to two months.

21. The total area sold during the year was 523,638 acres, an increase of 18,288 acres over last year. The bulk of the increase 12,149 acres occurred in Lower Burma, notably in the Pegu, Myaungmya, Ma-ubin and Pyapôn Districts. The tightness of the money market was said to be a main contributing cause. In Upper Burma, the Pakôkku, Upper Chindwin and Meiktila Districts show the smallest acreage of land sold. Detailed information regarding mortgages is not available, but the Shwebo District is reported as preferring mortgage and a chance of redemption to outright sale.

Waste Lands.

22. The year under review saw the further replacement of the old system of colonisation by means of Co-operative Colonisation. Societies financed by Government loans, in favour of a system of Government Estates, under the control of an Administrator, who was formerly styled Superintendent of Colonisation. In the administration of all new areas of waste land declared to be Government Estates there will be a complete separation of the co-operative and revenue interests of the settlers. The older colonies remained grouped as before, and the balances of Government loan outstanding against them at the end of the year were :—Sittang Rs. 11'81 lakhs, Pyuntaza '84 lakh, Yandoon Rs. 1'01 lakhs and Myitkyina Rs. 1'77 lakhs. The position of the Co-operative Societies in the Pyuntaza area was still precarious. Of the 29 societies in the Yandoon area, one was in liquidation and two failed to pay the principal and interest due. In the Myitkyina area the total repayments exceeded the actual demand, but 16 individual societies were unable to make repayments in full. During the year steps were taken to notify as Government Estates the grazing grounds and accretions on the shore of the Kyauktan Subdivision, and the closed *kwins* on the Pyuntaza plain. Other areas were examined with a view to similar action, namely a tract of 190,000 acres in the Tharrawaddy District reclaimed by the Forest Department's work on the Myitmaka river, and three islands and land known as the Pogwe area in the Myaungmya District. Areas in the Mandalay, Kyaukse and Minbu Districts of Upper Burma were similarly examined during the year. A new Government Estate, comprising 3,734

acres, of which the greater part had been grazing ground, was formally notified. The area lies in the Thatôn District, and the object in forming the estate was to provide holdings for cultivators who had lost land by tidal erosion of the Sittang river.

23. The total area granted or leased for cultivation increased by some 9,000 acres ; in the Insein District 7,600 acres were leased for sugar and 880 acres for rubber cultivation. On the other hand, the Mergui District showed fewer applications for large areas for rubber plantation, though small areas were still in demand.

24. The area granted or leased to village headmen in order to implement their revenue commission rose to 589 acres, 228 acres being so leased to ten headmen in the Hanthawaddy District. The total value of assignments of land revenue during the year was Rs. 624. There were no grants of special interest or importance.

Government Estates and Wards' Estates.

25. The Rangoon Government estate continued to be administered by the Rangoon Development Trust. The estate consisted of three main areas, the Government Estate proper consisting of 3,172 acres, an increase of 174 acres over last year, which is entirely in the hands of the Trust in respect of development, etc. ; the Kokine Government Estate of 454 acres, to which 92 acres were added during the year, administered by the Trust merely as the agents of Government ; and the Dawbon Estate of 1,833 acres, the same as last year, which is administered as an agricultural property and farmed out at Rs. 26,000 *per annum*. Some 39.52 acres of the Estate land were transferred to the Trust in exchange for a slightly larger area of Trust land. During the year further effect was given to the recommendation of the Rental Policy Enquiry Committee, which was instituted as a result of public agitation against the rental assessments fixed by the Trust. Broadly speaking, the revised system was based on a division of the tenants of the Government estate into two classes. For those who had been tenants before the creation of the Trust in 1921 rental enhancements were limited to proportions varying from 50 per cent. to 200 per cent. of the basic rate of assessment previously existing, which in most cases meant the old "squatter rate." Those who occupied the land after February 1921 were assessed on a basis of 4 per cent. on the value of undeveloped land and 6 per cent. on the cost of reclamation and equipment. This wholesale readjustment of rents involved a great deal of work for the staff of the Trust, but the results appear to have given general satisfaction to the tenants. The gross revenues of the Estate were Rs. 14 lakhs, of which Rs. 12.07 lakhs accrued from rentals and Rs. 1.23 lakhs from premia. On the expenditure side Rs. 1.40 lakhs went on collection of revenue, Rs. 1.87 lakhs in general administration charges, and Rs. 4.55 lakhs on loan charges. The total receipts and total expenditure for the year were respectively Rs. '81 lakh and Rs. '46 lakh in excess of last year's figures. The major items of expenditure in developing the Estate were as follows :—Rs. '50 lakh on reclaiming or levelling ; Rs. '39 lakh on the construction

of main road communications at Tamwe ; Rs. 19 lakh on internal communication roads ; and Rs. 1.11 lakhs on sewage equipment. In all 16.3 acres were reclaimed or levelled, and nearly 3,000 feet of road constructed. An account of the financial position of the Estate will be found in paragraph 147 below.

26. An area in the Thatôn District was declared during the year under review to be a Government Estate under Other Government Estates. the new land revenue rules devised for that purpose. A reference has been made to this Estate in paragraph 22 above. There are no wards' estates in Burma.

Revenue and Rent-paying Classes.

27. The area reported occupied by agriculturalists was 14.7 million acres, or 21,989 acres more than in the previous year. The greatest increases occurred in Myaungmya, Ma-ubin and Bassein and were said to be due to extensions of cultivation resulting from a good season. In the Shwebo and Meiktila Districts more than 88,000 acres were placed under lump sum assessment and so excluded from consideration ; the apparent decrease of agriculturalist owners in Upper Burma, where the area so occupied fell by 68,360 acres, is not therefore real. In the Pakókku District there was a serious increase of 15,375 acres, in the area held by non-agriculturalists. For the Province as a whole the proportion of land held by non-agriculturalists continued to rise slightly from 18.5 to 18.7.

The total area held by non-agriculturalists was 3.39 million acres of a total occupied area of 18.09 million acres. A further examination of land held otherwise than by agriculturalists showed that 2.4 million acres were held by non-agricultural landlords who did not live in the locality, an increase of 25,000 acres over the return for the previous year. No conspicuous change took place during the year in the proportion of land let to tenants ; 4.16 million acres were let at full fixed rents against 3.97 million last year, while the area let on share or partnership terms rose by 49,000 acres to 1.42 million acres.

CHAPTER III.

PROTECTION.

REFERENCES—

- Report on the Police Administration of Burma for the year 1924.
- Report on the Rangoon Town Police for the year 1924.
- Returns showing the results of measures adopted in Burma with a view to exterminating Wild Animals and Venomous Snakes during the year 1924.
- Report on the Administration of Criminal Justice in Burma for the year 1924.
- Report on the Prison Administration of Burma for the year 1924.
- Report on the Administration of Civil Justice in Burma for the year 1924.
- Note on the Working of the Registration Department in Burma during the year 1924.
- Report on the Working of the Indian Companies Act in Burma for the year 1924-25.
- Review of the Reports on the Working of District Councils in Burma during the year 1924-25.
- Report on the Municipal Administration of the City of Rangoon for the year 1924-25.
- Review of the Reports on the Working of Municipal Committees in Burma (except Rangoon), during the year 1924-25.
- Burma Lights Report for the year 1924-25.
- Administration Report of the Public Works Department, Burma, Buildings and Roads Branch, for the year 1924-25.
- Administration Report of the Commissioners for the Port of Rangoon from 1st April 1924 to 31st March 1925.
- Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1924-25, Part III, Shipping.
- Report on the Maritime Trade and Customs Administration of Burma for the official year 1924-25.
- Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
- Annual Statement of Coasting Trade and Navigation of British India. Statistical Abstract for British India, Volumes I, III and IV.
- Report on Government Steamers, Vessels and Launches in Burma for the year 1924-25.

Legislative Authority.

The history and constitution of the legislative authority of the province are described in paragraphs 103 to 106 inclusive of the Report on the Administration of Burma for the year 1921-22.

Course of Legislation.

28. This Report is for the period from 1st September 1924 to 31st August 1925. Of the four Bills referred to in the report of the last year, *viz.* (1) the Burma Rural Self-Government (Amendment) Bill, 1923 (non-official), (2) the Rangoon Development Trust (Amendment) Bill, 1924, (3) the Burma Canal (Amendment) Bill, 1924, and (4) the Lower Burma Land and Revenue (Amendment) Bill, 1924, the first is still pending before the Council, the second and third have been passed into law as Burma Acts V and VI of 1924, and the last, which was reported to have been rejected, was re-instated and passed as Burma Act II of 1925. During the year under report nine Bills were introduced in the Council, *viz.* (1) the Burma Village (Amendment) Bill, 1925, (2) the Police (Burma Amendment) Bill, 1925, (3) the Burma Excise (Amendment) Bill, 1925, (4) the Upper Burma Land and Revenue Regulation (Amendment) Bill, 1925, (5) the Burma Expulsion of Offenders Bill, 1925, (6) the Rangoon University Buildings Trust Bill, 1925, (7) the Rangoon Rent (Amendment) Bill, 1925, (8) the Burma Tax on Sea-Passengers Bill, 1925, and (9) the Rangoon Rent Bill, 1925 (non-official); of which the first four and the seventh Bills have been passed into law as Burma Acts V, VI, IV, III and I of 1925, respectively. The fifth and ninth Bills have not yet been passed by the Council; and the sixth although passed by the Council, has not yet become law.

The Rangoon Development Trust (Amendment) Act, V of 1924, was enacted with the main object of facilitating an increase of the Burmese element in the personnel of the Board of Trustees constituted under the Rangoon Development Trust Act, 1920. The Act provides for an increase in the number of Trustees from 14 to 18.

The Burma Canal (Amendment) Act, VI of 1924, was enacted for the purpose of delegating to the Collector the powers in respect of the notification of village canals and drainage works formerly exercised by the Commissioner of the Division.

The Rangoon Rent (Amendment) Act, I of 1925, was enacted in order to extend the life of the principal Act till the 31st December 1926.

The Burma Land and Revenue (Amendment) Act, II of 1925, was enacted with the object of remedying certain defects in the existing Land and Revenue Law in Lower Burma and of authorising the imposition of lump sum assessments of land revenue.

The Upper Burma Land and Revenue Regulation (Amendment) Act, III of 1925, was enacted in order to effect certain alterations in the Regulation which make its provisions more in keeping with existing conditions and with those of the law in force in Lower Burma.

The Burma Excise (Amendment) Act, IV of 1925, was enacted to give effect to the recommendation of the Crime Enquiry Committee that a preventive section should be added to the principal Act similar to those in the Burma Gambling Act, 1899, and the Burma Opium Law Amendment Act, 1909.

The Burma Village (Amendment) Act, V of 1925, was enacted with the main object of giving effect to two recommendations made by the Police Enquiry Committee. The Act gives Magistrates power to transfer to a Village Committee for trial any case of which that particular Village Committee might have taken cognizance in the first instance. It also gives power to Deputy Commissioners to extend the provisions

of section 20A of the principal Act, regarding the licensing and regulation of pawnshops, to a village-tract, without the previous sanction of the Commissioner of the Division.

The Police (Burma Amendment) Act, VI of 1925, amends the Police Act, 1861, on the recommendations of the Police Enquiry Committee, so as to permit the District Superintendent to inflict on Head Constables and Constables the punishment of detention for a period of seven days in the Headquarters Lock-up, on the analogy of section 9 of the Burma Military Police Act, 1887; and to provide that no policeman shall be able to take his discharge at his own option, after giving two months' notice, until he shall have served two years.

29. The undermentioned Acts affecting Burma were passed by the General Acts affecting Indian Legislature during the year :—
Burma,

General Acts of 1924.

- XV.—The Indian Motor Vehicles (Amendment) Act, 1924.
- XVI.—The Indian Post Office (Amendment) Act, 1924.
- XVII.—The Imperial Bank of India (Amendment) Act, 1924.
- XVII.—The Indian Criminal Law Amendment Act, 1924.
- XIX.—The Land Customs Act, 1924.

General Acts of 1925.

- I.—The Indian Merchant Shipping (Amendment) Act, 1925.
- II.—The Indian Paper Currency (Amendment) Act, 1925.
- III.—The Workmen's Breach of Contract (Repealing) Act, 1925.
- IV.—The Indian Soldiers (Litigation) Act, 1925.
- V.—The Indian Income-Tax (Amendment) Act, 1925.
- VII.—The Cantonments (Amendment) Act, 1925.
- VIII.—The Obscene Publications Act, 1925.
- IX.—The Indian Ports (Amendment) Act, 1925.
- X.—The Cantonments (House-Accommodation Amendment) Act, 1925.
- XI.—The Indian Merchant Shipping (Second Amendment) Act, 1925.
- XII.—The Cotton Ginning and Pressing Factories Act, 1925.
- XIII.—The Indian Finance Act, 1925.
- XIV.—The Indian Tariff (Amendment) Act, 1925.
- XV.—The Indian Stamp (Amendment) Act, 1925.
- XVI.—The Indian Income-tax (Second Amendment) Act, 1925.
- XVII.—The Prisons (Amendment) Act, 1925.
- XVIII.—The Indian Cotton Cess (Amendment) Act, 1925.
- XIX.—The Provident Funds Act, 1925.

All the above Acts except the Workmen's Breach of Contract (Repealing) Act, 1925, the Cotton Ginning and Pressing Factories Act, 1925, the Indian Tariff (Amendment) Act, 1925, and the Provident Funds Act, 1925, came into force during the year under report.

30. No Ordinance affecting Burma was made during the year of Ordinances affecting Burma. report.

31. Only one regulation, namely, the Burma (Frontier Districts) Criminal Justice Regulation (I of 1925) was enacted during the year under report. It repeals the Upper Burma Criminal Justice Regulation, V of 1892, and re-enacts, with modifications, the provisions thereof for the purpose of regulating the administration of criminal justice in the frontier districts of Burma.

32. The Indian Lunacy Act, 1912, as subsequently amended, was extended to the notified areas, declared under section 210 of the Burma Municipal Act, 1898, of Taunggyi and Kalaw in the Southern Shan States. The Indian Factories (Amendment) Act, 1923, was extended to the Northern Shan States except the State of Manglun.

Police.

33. The special Committee appointed to enquire into the Police Administration presented its report to the Local Government during the year; and its recommendations were in the main accepted. In consequence considerable alterations were made in the distribution of the force, some of which have been mentioned in paragraph 3 above. The posts of Subdivisional Police Officers were abolished, with the exception of five employed at important centres, their place being taken in all the more important districts by a District Assistant. The number of Police Stations was reduced by 156 and the outposts by 95. The sanctioned strength of the force, excluding gazetted officers, was 1,618 officers and 12,963 men, the actual strength at the close of the calendar year being 87 officers and 1,481 men short of those totals. The shortage of men was due to the closing of recruitment on account of a proposed reduction of strength in conformity with the Enquiry Committee's recommendations. The abolition of the Kyaukmè Police Station and the reduction of strength at the Hsipaw Police Station caused a decrease of one Sub-Inspector, eight Head Constables and twenty constables in the Northern Shan States. The cost of the civil police payable from provincial revenues was Rs. 93'06 lakhs, a decrease of Rs. 4'34 lakhs on the figure of the previous year, the chief factor being savings due to the force being under strength.

34. Fourteen officers and 272 men were removed or dismissed during the year, which in this respect differed little from its predecessor. Three officers and 131 men were removed or dismissed in consequence of magisterial convictions. Other punishments were inflicted on 299 officers and 1,301 men. Departmental rewards were granted to 2,095 officers and men, and judicial rewards to 1,036, figures slightly higher than in the previous year.

The stoppage of recruitment mentioned in the preceding paragraph reduced from 1,593 to 598 the number of recruits trained during the year at the various District Depôts. In addition, 1,641 constables received district training, sixty-nine per cent. of the officers carried out revolver training, of which the results were satisfactory; while 4,441 constables and 574 recruits were put through the annual musketry course. Classes

in First Aid were attended by 194 officers and men, of whom 132 qualified. Five Probationary Assistant Superintendents of Police completed their training at the Provincial Police Training School, and were posted to the districts, two remaining at the school at the close of the year. Thirty-eight cadet Sub-Inspectors were also passed out of the school, of which the health and discipline were satisfactory. The Police Co-operative Societies showed continued progress.

35. On the recommendation of the Enquiry Committee it was decided that the standard type of police cottage, a single-room concrete building, should be replaced by a two-roomed wooden building, which is much more popular with the force. The amounts provided in the Budget for the construction of permanent quarters during the year 1924-25 was Rs. 1'05 lakhs: Allotments amounting to Rs. 99,382 were placed at the disposal of the Inspector-General of Police for "Minor Works," and Rs. 1'65 lakhs for "Petty Construction and Repairs." Quarters for certain officers were completed in the Amherst and Pegu Districts, and cottages for the men were built in the Akyab and Henzada Districts. But a considerable percentage of the force is not yet provided with habitable houses, and Rs. 1'29 lakhs were spent on account of hiring houses for the police.

36. There is scarcely a form of crime in the Province which did not show an increase during the year. Excluding cases of which the police refused investigation 57,038 cognizable crimes were reported during the year, an increase of 5,487 over the figure for the preceding year. Of the 2,625 cases of violent crime dealt with by the police, a figure more than 50 per cent. higher than that of five years ago, 817 were murders or attempted murders, 580 were dacoities and 1,010 were robberies. All these figures are the highest on record. A most disquieting wave of crime swept over the Province during the early part of the year under report; and when its natural force would have spent itself at the breaking of the rains, a fresh stimulus appeared in an outbreak of political lawlessness, which took the form of a determined effort in the Tharrawaddy, Prome, Thayetmyo, Tavoy and Henzada Districts to refuse payment of the capitation-tax. The posting of bodies of military police in the disaffected areas had a quieting effect on this political movement; but not before it had seriously affected the year's record of crime. A grave riot in Mandalay, arising from the conflict of two political parties, led to the death of two policemen, a Buddhist monk and a young boy. Six cases of assassination proved to be of political origin; while assaults, cattle maiming and acts of arson are traceable to the same source. The year, therefore, gave cause for considerable anxiety. Dacoit gangs operating in the Districts bordering on Siam proved a serious menace for which adequate remedies had not been found at the close of the year. Of the 1,590 dacoities and robberies which were reported, 72 were accompanied by murder, and 383 by the use of firearms. The cold-blooded brutality which is a characteristic of many Burman criminals manifested itself in numerous instances. In Hanthawaddy an invalid girl carried off by dacoits was thrown into a stream to drown; dacoits in Tavoy soaked a victim in kerosine and burned him to death; and in Pakokku a dacoit gang made a practice of ravishing the female inmates of the houses they attacked.

Cases of cattle theft rose from 2,621 to 3,558, the majority being thefts for ransom, though cases where the stolen cattle were killed and eaten were numerous. The total number of cattle reported as stolen reached the astonishing figure of 5,916, an increase of 1,500 over last year. Ordinary theft showed only a small increase, but the figures for burglary rose from 4,982 to 5,115, the value of property taken decreasing by Rs. 43,955 to Rs. 7,66,382.

37. The number of true cases investigated by the police was 52,312 of which 61 per cent ended in conviction, a proportion only 1 per cent below the figure for the previous year. Excluding offences under special and local laws, 34,519 true cases were investigated, convictions being 48 per cent against the 49 per cent of last year. Investigation was refused only in 6 per cent of the cases reported, and 5,164 cases were classed as false. Convictions in the case of violent crime rose by 1 per cent to 35 per cent, the percentage of persons convicted to persons arrested rising by 5 to 41 per cent. The percentage of true cases ending in conviction under the more important classes was as follows :—

		1923.	1924.
Murder	...	22	26
Dacoity	...	26	30
Robbery	...	39	38
Burglary	...	79	80
Cattle theft	...	44	41
Ordinary theft	...	52	51

The number of instances in which the villagers offered resistance to dacoits or robbers showed a gratifying increase.

38. Reference has been made in the preceding paragraph to a riot in Mandalay which led to the death of four persons. Five men with a revolver attacked the house of an Honorary Magistrate at Pegu and, seizing Rs. 24,535 and a revolver, made their escape, under cover of a suspiciously timely failure of the town's electric lighting system. During a period of intense political agitation, a brutal and unprovoked assault was made in the streets of Rangoon on an American missionary and his wife, both of whom were seriously injured. Five men, four of whom were Buddhist monks, were tried for the offence and four were convicted and sentenced to terms of imprisonment by the High Court. In two cases dacoits employed motor cars.

39. The number of prosecutions under the Excise Act did not vary greatly from previous years, and cases under the Opium Act showed a slight decrease, though there is no reason to believe that there was any diminution in the large amount of opium smuggled into the Province. The prohibition activities exhibited by the political *Wunthamu* associations during the past year or two showed signs of atrophy. Over 90 per cent of the cases sent up for trial under these two Acts resulted in conviction. Large seizures of cocaine were made by the Excise and Police Departments in Lower Burma.

Under the Gambling Act the police dealt with 2,988 cases, action was taken in 104 cases, under section 17 of the Act, against habitual

gamblers. In view of the prevalence of the gambling vice in Burma this figure appears small, but it is said to be difficult to secure witnesses who are both reliable and acceptable to the Courts. Mandalay and the larger towns of Lower Burma were the scenes of the greatest gambling activity.

Prosecution under the Arms Act rose by 141 to 915 during the year, the percentage of convictions being 92. Only a small proportion of these cases related to firearms, the bulk of the illicit arms being daggers. The number of licensed firearms rose from 12,372 to 14,732, and there is reason to believe that the lending of guns to unauthorised persons and even to dacoits is steadily increasing, dacoity with European guns being more in evidence, though the majority of such armed dacoities are still perpetrated with locally made firearms.

40. The number of non-cognizable cases rose slightly from 37,100 to 37,465, the bulk of which relate to special and local laws. An increase in hurt and mischief cases is attributed to the animosities arising from political agitation.

41. The number of persons called on to show cause against giving security for their good behaviour rose from 843 to 1,644, increased activity in this direction being necessitated by the abnormal outbreak of crime in the early part of the year. The percentage of convictions also rose from 61 to 74. Similarly, the movements of 1,746 persons, of a total of 1,832 sent up for trial, were restricted under the Habitual Offenders Restriction Act. For breach of the rules of such restriction 702 persons were convicted and 794 prosecuted. Opinion regarding the efficacy of that Act in the prevention of crime is divided, and there appeared to be a growing tendency among district officers to prefer the older provisions of sections 109 and 110, Criminal Procedure Code, and to advocate the formation of criminal settlements such as are found in India. The surveillance of criminals has not been effective, chiefly owing to the fact that the number of persons registered for surveillance is unnecessarily large, and beyond the powers of the existing staff. A new Surveillance Staff was introduced with a view to remedying the defect.

There were 2,030 offenders proclaimed during the year, of whom 1,449 remained at large at the end of December, the arrests numbering 146. The majority of these absconders find their way to the Shan States or over the Siamese frontier, where their discovery is difficult. The Rangoon Finger Print Bureau has maintained its high reputation; the total number of finger prints there on record reached 131,834. Of 7,612 slips received for search during the year 1,970 were traced to previous offenders; and in 611 cases the finger print on pawn tickets was a means of identification.

42. The punitive police force stationed since 1922 at the Zeyawaddy Grant, Toungoo District, was withdrawn during the year. In October 1924 it was found necessary to post, for one year, a punitive force of one Sub-Inspector, two Head Constables and two constables in the Taungni Village-tract of the Henzada District.

43. The sanctioned strength of the railway police was 67 officers and 453 men, of which the actual strength fell short only by 2 officers and 30 men. The number of Inspectors was reduced by 2, and in their place an

appointment of Assistant Superintendent was sanctioned for Mandalay. The cost of the force fell from Rs. 3'25 lakhs to Rs. 3'23 lakhs. The inadequacy and the condition of the buildings provided for the force were still a source of complaint. The number of true cognizable cases dealt with during the year was 5,681 against 4,311 for the previous year, the increase being mainly under the head of "Nuisances." Eighteen cases of violent crime included 11 robberies, 5 murders and one dacoity. Two serious attempts to wreck trains, causing the death of one fireman and one passenger, and injury to 20 other passengers defied the investigations of the Police and the Criminal Investigation Department, and the culprits were never discovered. Twenty-eight other cases of attempted train-wrecking were reported, of which five ended in convictions. Thefts from standing and running trains were kept at a satisfactorily low level by improved surveillance, and by the restriction or imprisonment of habitual railway thieves under the preventive section of the Criminal Procedure Code and the Habitual Offenders Act.

44. The recommendations of the Police Enquiry Committee led to considerable reduction in the actual strength of the Military Police, the sanctioned strength of which remained at 13,405. Recruiting was almost entirely stopped; periodical medical boards invalidated a number of officers and men of questionable fitness; and other surplus men were served with notices under Article 436, Civil Service Regulations. As a result of these measures, the actual strength at the end of 1924 was 11,036, or 2,108 less than at the close of 1923. A number of small Military Police outposts were withdrawn. The North-West Border and the Toungoo Battalions were amalgamated with the Mandalay and the Rangoon Battalions respectively, and the Salween Battalion was abolished. The cost of the force fell in consequence from Rs. 76'82 lakhs to Rs. 67'27 lakhs, of which Rs. 63'01 lakhs were debited to Provincial revenues. In addition to the usual routine duties, and the annual open-season patrols, two columns were despatched to the Chinese frontier, in anticipation of a raid which did not materialise, one of them covering 120 miles in three marches; another small column gave effective assistance in the newly administered area in the Chin Hills where raiders were punished and fined. The health of the force, as indicated by admissions to hospital, showed a marked improvement except in the Northern Shan States where malaria was a source of much sickness. In the training of the police, signalling was a conspicuously successful item. The rearming of the force with S.L.V. 303 charger loading rifles was completed, and 10 more Lewis Guns were issued, raising the total of the latter to 20.

45. The actual strength of the Rangoon Town Police at the close of 1924 was 119 officers and 1,397 men, or 5 officers and 38 men below the sanctioned strength; the shortage of men was due to a stoppage in recruitment in view of a contemplated reduction of establishment in accordance with the recommendations of the Police Enquiry Committee. The cost of the force showed a corresponding reduction from Rs. 11'55 lakhs to Rs. 11'18 lakhs. Two officers and 31 men were removed or dismissed, the figures for the previous year being identical. Resignations among the men continued to be numerous; but the improved scales of pay now introduced are likely to remedy this. Admissions to hospital were still frequent, 45'8 per cent. of the actual strength; and it has been

suggested that the lack of proper housing is in part responsible, no new buildings having been provided during the year. Rs. 77,910 was disbursed either in actual rent of private houses or in the form of house allowances paid to the men. The only outstanding events of the year were the murderous attack on two American Missionaries to which reference has been made in paragraph 38 above, and another political disturbance, connected with the trial of a Burman priest-politician, which culminated in a charge by the police on an unlawful assembly in Fytche Square. Cognizable crime showed little variation in the figures of the previous year, 7,794 cases being dealt with, of which 5,274 were cases under special and local laws. The percentage of convictions in true cases was 56, while 93 per cent of actual prosecutions resulted in conviction. Non-cognizable crime showed an increase of 1,275 cases, the total for the year being 17,771, of which the Rangoon Police Act furnished the largest number. Dacoity and robbery cases fell from 62 in the previous year to 39, a gratifying symptom at a time when the rest of the Province was experiencing an unusually serious epidemic of such crime. The Town Police were successful in breaking up a gang of Burman criminals who had been committing robbery by personating Police or Excise officers, and two other troublesome gangs of desperadoes. Burglaries showed a continued increase; the figure was 408, compared with 357 and 272 for the two previous years. Thirty-four per cent. of true cases of burglary ended with a conviction. The expanding area of the city presents increasing obstacles to effective night patrolling, while its floating population is a further impediment to police detection. Seizures of excise and opium contraband by the police indicated increased activity, but gambling appears to have been subject to less insistent supervision. Seven firearms were seized; and this year again three lascars were caught while trying to smuggle pistols into the country. Continued activity under the Burma Suppression of Brothels Act had the effect of driving prostitution still further out of sight. Increasing demands on the time and personnel of the force arose from the very rapid expansion of motor traffic in the city, and the consequent need for increased traffic control.

46. The continued amalgamation of village-tracts, in order to provide each headman with substantial emoluments, reduced the number of commission-receiving headmen to 13,320; by the same process the average amount paid as commission to each headman rose from Rs. 170 in the triennium 1920-22 to over Rs. 185 in 1924. The number of headmen dismissed for misconduct during the year was 236, or 45 in excess of the previous year. This does not necessarily imply a decrease in general efficiency. The past year has put an excessive strain on the headmen of most districts, owing to the continued influence of the local political village associations; and in particular in those districts where refusal to pay capitation-tax was part of an organised political campaign, the headman, whose livelihood depends on prompt collection of revenue, was the subject of determined attacks. It has been suggested that the same sapping of the headman's authority is responsible for the reduction from Rs. 1.37 lakhs in the previous year to Rs. 1.19 lakhs in the fines inflicted by headmen during 1924. The judicial work of headmen was generally satisfactory though not extensive. The numbers of headmen exercising special, civil and criminal powers at the end of 1924 were over two thousand; but amendment of the Village Act led to the withdrawal of such powers from

headmen and their conferment on Village Committees. It is early yet to forecast the effect of this important change in village administration. Efficient as a petty judicial officer and revenue collector, apathetic in matters of excise and sanitation, willing as an assistant to police and district officers is probably a fair summary of the qualities shown by village headmen during the year.

Communal fines inflicted on villages amounted to Rs. 30,848, an increase of over Rs. 7,000 over the figure from the previous year. Collusion in the suppression of evidence in the many outrages which occurred in the Pegu Division in connexion with the movement to refuse payment of capitation-tax raised the fines in that Division alone to Rs. 14,456.

47. During the year 1,453 persons were reported killed by wild animals, of whom 1,304 were victims of snakes, and 126 of tigers or leopards and panthers. Nineteen persons were killed by tigers and 126 by snakes in the Magwe District, while leopards claimed 40 lives in the Meiktila District. Ten persons were taken by crocodiles. A total sum of Rs. 99,072 was paid in rewards for the destruction of dangerous wild animals, the most important species so destroyed being elephants (6), tigers (821), leopards and panthers (2,241) and bears (1,932). The above figures show no serious deviation from the records of the previous year; the death roll is probably understated.

Criminal Justice.

48. No change occurred in the constitution of the High Court, upon which, as upon all Magistrates in the Province, the serious increase of crime during the year threw a severe burden. Of the total number of Sessions trials (74), murder cases represented 13, dacoity 10, and robbery or attempted robbery 4. In all 132 persons were tried, of whom 71, or rather more than half, were convicted. The average duration of Sessions trials rose from 43 to 49 days. Six accused were sentenced to death, 2 to transportation for life and 7 to imprisonment for more than seven years. A large number of petty thefts by persons with previous convictions occupied the time of the Court, which further disposed of 500 more appeals (1,934) and 1,408 revisions (3,741) in excess of the previous year's work. Of 18 appeals preferred by the Local Government against acquittal, 17 were disposed of; twenty-eight persons were concerned, of whom 7 were convicted. Appeals against conviction were filed by 2,289 persons, the sentences being confirmed in 77 per cent. of the cases. The average appellate duration in Rangoon was 32 days. Appellate work from Upper Burma in the Mandalay Court consisted of 261 cases, the average duration being 21 days, an improvement on the previous year. The Court confirmed or enhanced the sentences of 84 per cent. of the cases which came before it on revision.

49. The total number of cases committed to Sessions Courts was 955 of which 932 were disposed of, a considerable increase on the previous year's figures. The average duration still remained high at 44 days. Shwebo provided 80.

cases, Meiktila 65, and Sagaing, Magwe and Henzada 64 each. A good deal of the time of the Sessions Judge at Mandalay was taken up with an important riot case. From 79 to 65 per cent of the accused persons were convicted in the Myaungmya, Tharrawaddy, Sagaing, Yamèthin, Mandalay and Magwe Courts. In Ma-ubin convictions amount only to 14 per cent. For the province as a whole 52 per cent of the cases resulted in a conviction, and of the 1,654 persons committed to Sessions 860 were convicted; roughly an even chance. Of 32 persons convicted by the Sessions Court, Pyinmana, 13 were released on appeal to the High Court. The High Court considered that in a considerable number of cases Sessions Judges convict on unsatisfactory evidence. Appeals from Subordinate Courts to the Sessions Courts were filed by 9,556 persons, sentence being reversed in the case of 1,504 and confirmed in the case of 1,048 persons. The number of revision cases dealt with by Sessions Courts was 7,452, sentence being confirmed in 96 per cent of the cases.

50. The total number of Stipendiary Magistrates in the Province rose from 540 to 576 during the year, but the increase took place only among the second and third classes of Magistrates. District Magistrates tried 803 cases against 652 of the previous year, an average of less than 20 cases for each district. The shortage of experienced Magistrates caused some concern to the High Court; of 658 Magistrates and Judges at the close of 1924, no less than 28 per cent were of less than three years' service. The need of more Special Power Magistrates became urgent owing to the increase of serious crime. There was an increase of Honorary Magistrates' benches in Meiktila and Kyaukse, bringing the total to 105; these gave great relief to the Stipendiary Staff by disposing of 34,033 cases, an increase of more than 2,700 over the previous year's figure. District Magistrates disposed of 2,591 appeals and 13,161 revision cases.

51. There was an increase of over 9,200 in the cases before the Courts, the total for the year reaching the formidable figure of 123,720, of which 118,559 were brought to trial. True cases increased from 88,965 to 96,513, but the High Court still thought the classification of cases into "true", "false" and "mistaken" unsatisfactory. Rangoon showed an increase of 2,000 cases; other increases, attributed to poverty, occurred in the Thatôn, Toungoo, Bassein and Myaungmya Districts, and in Tharrawaddy, Thayetmyo and Henzada, where political agitation was considered mainly responsible. Some account of the variations in crime has been given in paragraph 36 above and elsewhere in this Report.

52. The average percentage of convictions throughout the Province remained at 61, the figure for the two previous years, Rangoon (84 per cent) and Mandalay (73 per cent) being easily the highest and Pegu (46 per cent) the lowest for the Province. It is remarkable also that the two former districts have the lowest average duration, while the districts with the lowest percentage of convictions show also the highest average durations. It was natural that the unprecedented increase in crime should lead to a rise in the number of persons dealt with under the Preventive Law from 2,963 to 4,632. In all 3,629 persons were placed on security or restricted in

their movements. The High Court remarked on the fact that this preventive action appeared to have little effect, in many cases, on the volume of crime, though the Prome, Tharrawaddy, Pegu and Thayetmyo Districts seemed to be exceptions to this general statement.

53. Ninety-seven persons were condemned to death of whom 71 were executed. A sentence of transportation or penal servitude was passed on 215 persons, while 21,155 persons were imprisoned and 81,647 fined. Whipping was inflicted in 2,098 cases, a decrease on the previous year's figure. Short sentences of imprisonment also decreased, though the High Court regarded them as still too frequent. Nominal sentence of imprisonment till the rising of the Court was passed against 1,936 persons, despite the alternatives provided by a recent revision of the Criminal Procedure Code. The number of juvenile offenders bound over rose by nearly 1,700 to 3,710. Of 182 boys sent to Reformatory Schools, 53 came from Rangoon where juvenile crime exercised the serious attention of the police.

Prisons.

54. Inclusive of hospitals and observation cells, the total accommodation available for all classes of prisoners was 18,343, against 17,929 in 1923. Extensions to the Myaungmya Jail provided additional room for 208 convicts, and the new Central Jail under construction at Tharrawaddy for the same number. Other changes were unimportant.

55. While the number of prisoners (16,648) remaining at the beginning of the year was only 41 more than the corresponding figure for 1923, the number (17,646) remaining at the close of the year was 998 in excess of the figure for 1923, notwithstanding the fact that the number discharged from all causes increased by 2,411. The daily average number of prisoners rose from 16,287 in 1923 to 16,532. The year opened with 15,531 convicts against 15,365 at the beginning of 1923. The number imprisoned was 20,364 or 1,785 more than in the previous year. Convicts were disposed of as follows :—1,932 were released on appeal ; 10,012 on expiry of sentence ; 6,273 under remission rules ; 35 on account of sickness and 1,165 on other grounds, this figure including 1,123 released on the recommendations of the Jail Revising Board ; 119 volunteers (including 3 females for employment as nurses) were sent to Port Blair for service as cooks and sweepers ; 10 were transferred to the Lunatic Asylum ; 5 escaped ; 71 were executed ; and 190 died. The daily average number of convicts was 15,270 or 119 more than the previous year. Of the convicts admitted to jail 84·68 per cent were Buddhists, 4·48 per cent were Mahomedans, 4·47 per cent Hindus, and 0·44 per cent Christians ; all other denominations accounting for 5·93 per cent. Seventy-seven were juveniles under sixteen years of age ; 675 were between 16 and 18 years of age ; 2,670 were between 19 and 21 years of age ; 7,249 were between 22 and 30 ; 5,410 were between 31 and 40 years ; 3,349 were between 40 and 60 ; and 241 were above 60 years of age. The figures do not differ materially from those of

former years. The division of convicts by profession or occupation showed no striking change, agriculturalists being predominant. Of the females convicted, 437 were married, 44 were unmarried, 38 were widows and 23 were prostitutes. Of the 20,364 convicts admitted, 760 were sentenced to simple imprisonment, 19,090 to rigorous imprisonment, 421 to rigorous imprisonment with solitary confinement, 93 to rigorous imprisonment with whipping, 174 to transportation, and 145 to death. Reconvicted prisoners numbered 6,276 or 30·82 per cent against 5,308 or 28·57 per cent in 1923. Of the nine youthful offenders under 15 years of age only one had been previously convicted. Habitual offenders numbered 6,346 or 31·16 per cent of the total admissions.

56. The total number of offences against discipline rose by 445. Offences dealt with by criminal courts increased from 34 to 40. The number of major punishments inflicted rose by 1,379. Minor punishments fell by 940. Offences relating to work numbered 6,023 and to prohibited articles 3,572. Assaults, mutiny and escapes numbered 779, and there were 11,556 other breaches of jail rules. Nearly all the assaults committed were trifling. Two had fatal results. At Rangoon, a life convict, who killed his convict night watchman by a blow on the head with a teak baton was tried and sentenced to death. At Prome an habitual, undergoing a sentence of nine months' rigorous imprisonment for theft, fatally kicked a fellow prisoner in the abdomen. *Post mortem* examination showed that the prisoner had an enlarged spleen which was ruptured by the blow. The assailant was tried, found guilty of causing simple hurt, and sentenced to one month's rigorous imprisonment. Twelve prisoners escaped, 11 from outside and 1 from inside a jail. Seven were recaptured. A prisoner who escaped in a previous year was also recaptured. The 11 escapes of prisoners employed extramurally were, as usual, due to negligence on the part of the warder staff. All who were to blame were sent up for trial under section 223 of the Indian Penal Code. At Akyab, a prisoner of the habitual class, sentenced to three years under section 394, Indian Penal Code, succeeded in filing through one of the bars of his cell door, and, securing a crowbar from the workyard, dug a hole in one of the adjacent turrets, and so found his way outside the jail walls. He was rearrested within six months and awarded a year's rigorous imprisonment. In consequence of this escape 5 warders found guilty of neglect of duty were dismissed the service, one of them being further convicted and fined under section 223, Indian Penal Code. The number of floggings was 62, compared with 87 in 1923. The fall was mainly due to orders passed towards the close of 1923 to the effect that corporal punishment should be inflicted only for specially grave offences. The daily average number of habituais was 6,694 or 6 less than in 1923. They accounted for 24 of the 40 disciplinary offences dealt with by courts and for 48·28 per cent of the total number of whippings. The percentage of habituais was 43·84, compared with 42·22 in 1923 and they were awarded 11,399 or 51·88 per cent of the total punishments, against 11,900 or 55·58 per cent in the previous year. The number of convict officers employed rose from 2,806 to 2,943. The number of punishments awarded them was 5,714 as against 6,211 in 1923 and 6,719 in 1922. With a view to improving discipline the experiment was introduced of allowing a daily smoke to all prisoners who have been of good behaviour for three months.

57. The total sum expended amounted to Rs. 20'21 lakhs and the average cost per head was Rs. 122-3-9, compared with Rs. 19'75 lakhs and Rs. 121-4-1.

Financial.

respectively in 1923. The increase was spread over all heads except "Clothing and bedding of prisoners," and "Sanitation Charges." The increased cost of establishment was mainly due to a permanent increase of 41 in the warder staff of 4 central and 2 district jails; the appointment of a Deputy Superintendent for the Insein Central Jail; the payment of increments earned by the Jailor and warder staff as a whole; and the grant of house allowance to certain members of the subordinate staff at Rangoon, Myingyan, Insein, Ma-ubin and Thaton. Under the head "Dietary Charges" the increase is to be ascribed to the purchase of a larger quantity of paddy at a higher rate than in the previous year. The increase under the head "Charges for moving prisoners" was due to the fact that the number of prisoners transferred within the Province, voluntarily deported to the Andamans for service as cooks and sweepers, and released during the year, was larger than in the previous year. Among the items which contributed to the increase of expenditure under the head "Charges for other miscellaneous services and supplies" were the purchase of uniform for the additional and temporary warders employed, the substitution of zinc for cloth labels, and the purchase of cheroots at the Insein Central Jail. The Jail dairies worked at a profit of Rs. 9,681 compared with Rs. 7,859 in the previous year. After meeting all prison requirements, surplus vegetables sold to the public realized a sum of Rs. 11,305 against Rs. 9,546. The estimated value of paddy, dal and condiments raised by prison labour was Rs. 68,251, against Rs. 57,083 in 1923. Notwithstanding the fact that a larger number of prisoners, compared with the previous year, were sentenced to labour and employed on jail manufactures, the cash earnings fell from Rs. 2,38,167 to Rs. 2,21,019. This is due to the fact that a daily average of 140 prisoners for whose work no charge was made was employed on jail construction work at Tharrawaddy. Compared with 1923, the average cost of maintenance per prisoner per annum having risen from Rs. 121-4-0 to Rs. 122-4-0, and the average cash earnings having fallen from Rs. 14-10-0 to Rs. 13-6-0, the net cost per head rose from Rs. 106-10-0 to Rs. 108-14-0.

58. The ratio per mille of the daily average sick (20'63) was the lowest for five years; and the total number of

Vital.

deaths (219) and the ratio per mille (13'25) were only slightly higher than those for 1923, which were the lowest since 1911. There were 137 deaths in the central jails, with a death rate of 12'06 per mille. Bassein returned the lowest death rate (8'34), and Mandalay the highest (23'57). At the new central jail at Tharrawaddy there was no death. District jails returned a total of 82 deaths, giving a death rate of 15'86 per mille. At seven jails there were no deaths. Eighteen prisoners died among the lepers at Pagan Jail; other deaths were due to Beri-Beri (3), Cholera (7), Malaria (4); tubercular diseases (51). Of the 219 prisoners who died, 140 were under 40 years of age, 69 were between 40 and 60 years, and 10 were over 60; 90 were, on admission to jail, in good health, 56 in bad health, and 73 in indifferent health; 14 died within a week of admission to jail, 4 within two weeks, 5 within three weeks and 4 within four weeks, and 192 after detention in jail for a period exceeding one

month. Nineteen of the prisoners who died were received in such a bad state of health that they had to be sent direct to hospital. The deaths included 92 habituais, 106 casuals, 20 undertrials, and 1 civil prisoner.

Twenty-eight of the prisoners who died were found to be addicted to the opium habit. At the special tubercular ward at Myingyan, there were 57 new admissions during the year, 15 being from Myingyan itself, 14 from Insein and 12 from Rangoon. There were 22 deaths, including 4 cases released before death on medical grounds. Twenty-one patients were discharged as "apparently cured" and 19 were discharged otherwise. There was a noticeable increase in the number of "arrest" cases and an increase in the number of fatal cases. This is accounted for by the large number of advanced cases admitted, and by relapses amongst a number of ex-patients. Various methods of treatment were tried. Of the convicts admitted to jail, 1,556 or 7.64 per cent were opium consumers. Of the prisoners (29,830) discharged during the year, 60.72 per cent. gained in weight, and 13.28 per cent lost weight.

59. The juvenile jail at Meiktila had accommodation for 121 juvenile convicts of the non-habitual class, and for 19 undertrials, the latter being kept in a separate enclosure and guarded by paid warders. The daily average number of young convicts was 119. Juvenile prisoners were trained in carpentry, cane work, gardening and agriculture. Their discipline and conduct were good. Juveniles of the habitual class were sent to a separate ward in the Insein Central Jail, where a special workshed was set apart for them. For inspection, meals, bathing, etc., they are paraded apart from the general convict population, and do not come into contact with adult habituais confined in that jail. As at Meiktila, the juveniles at Insein went through a course of physical drill, manual training and education. The total number of juveniles under 18 years of age admitted during the year was 275, or 8 less than in the previous year. The daily average number under instruction was 138, or 2 more than in 1923. Of the 246 released during the year, 60 on admission were able to read and write, 35 were able to read only and 151 were illiterate; at the time of discharge from jail, 194 were able to read and write, 43 were able to read only, and 9 were illiterate. Rangoon, Insein and Meiktila are the only jails at which juvenile prisoners are systematically taught.

Six thousand two hundred and seventy-three convicts or 984 more than in 1923 were released under the "Remission system," the increase being accounted for by the introduction of the new rule under which a prisoner sentenced to six months' imprisonment is eligible for remission. Only nine, against ten in the previous year, failed to gain remission. For being free from punishment for a year 3,868 prisoners and on other grounds 7,001 prisoners were awarded special remission, the latter figure including 401 who were granted special remission either on the recommendation of the Jail Revising Board or through being free from punishment for three years or more.

The "Burma Prisoners' Aid Society" was in the second year of its existence. The membership numbered 118 at the close of the year, but the number of released prisoners aided by the society during the year was small.

Five prisoners attempted to commit suicide, but none succeeded. There were four accidental deaths at Mandalay, probably the result of arsenical poisoning.

The spiritual and moral welfare of the prisoners received attention as usual. The number of services held during the year was 1,598, those for Buddhists accounting for 1,398. The bulk of the prisoners being Buddhists attention was further directed to providing every jail with a regular place of worship. The Salvation Army Juvenile Adult Criminal Institution continued to do good work. Of the 24 prisoners released during the year for transfer to that institution, only one was remanded to jail to serve out his original sentence. Six gentlemen of Rangoon have been appointed non-official visitors of the institution.

During the year the Jail Revising Board dealt with the cases of prisoners confined in the seven central jails and in five of the larger district jails. A total of 2,153 prisoners' cases were considered, of whom 1,172 were released by order of the Local Government. The Local Government further directed that the cases of prisoners of the casual class confined in all the jails of the province should be considered by the Revising Board.

Civil Justice.

60. In consequence of a rearrangement of jurisdictions at Mandalay, one High Court Judge was withdrawn to Rangoon. The strength of the High Court therefore consists now of ten Judges in Rangoon and one in Mandalay. A third Judge was added to the Original Side in order to expedite the disposal of suits. The number of District Courts remained unaltered from the previous year, but changes were made in the Subdivisional and Township Courts' jurisdictions. The Subdivisional and Township Courts of Tavoy and Mergui were reorganised, and in each place the two Courts were combined. In Upper Burma, the Township Courts of Shwebo and Sagaing were each brought under the Subdivisional Judge, who was relieved of some executive duties to enable him to carry on the work of the combined courts. A new Township Court was constituted at Bassein.

61. The number of suits instituted during 1924 in all Courts of the Province was 78,979, an increase of over 7,000 since the previous year; the value of these suits was Rs. 447'86 lakhs, an increase of Rs. 16 lakhs. This is slightly in advance of the progressive rate of increase in judicial work which has been remarked in previous years. The total number of suits before the Small Cause Court, Rangoon, rose from 9,923 to 10,769, with a record value of Rs. 32'82 lakhs. Suits instituted in District Courts rose from 61,950 to 68,524; in the Subdivisional Courts from 3,086 to 3,561; and in the Township Courts from 44,178 to 47,145. There has thus been an all-round increase in civil judicial work, the most noticeable rises occurring in the Township Courts of Toungoo, Hanthawaddy and Pegu, and in the Subdivisional Court of Mandalay. The disposal of work showed a general improvement during the year, but such as only slightly to reduce the very large amount of pending suits.

The general position at the end of 1924 may be seen from the following table :—

	Pending at the beginning of 1924.	Disposed of during 1924.	Pending at the end of 1924.
Rangoon Small Cause Court	2,000	10,860	2,171
District Courts	638	1,059	421
Subdivisional Courts	847	3,677	710
Township Courts	4,633	47,654	4,036
Small Cause Courts outside Rangoon	832	16,743	937

The average duration of contested original suits in the various classes of Court were : District Courts (195·18) 178 days, Subdivisional Courts (126·40) 130 days, Township Courts (82·10) 85 days, the figures in brackets showing the previous year's duration. A general increase in the amount of criminal work which most civil judges encountered is responsible for the increased duration, and also for partial failure of the real effort which was made to expedite civil judicial procedure.

62. The District Courts disposed of 3,921 appeals from decrees, leaving 1,377 such appeals pending at the close of 1924, an increase of 131 over last year's pending appeals.

Appeals.

The average duration was 64 days, which is 5 days better than the figure of 1923. In 61 per cent of the appeals the decree of the original Court was unaltered ; and in 27 per cent it was reversed.

63. The number of suits filed in the Original Side of the High Court rose from 644 to 656, and the number disposed of from 613 to 618. Durations also increased by 6 to 226 days, the figure for contested suits being 306 days. The valuation of suits was Rs. 91·27 lakhs, or more than double the figure of 1922. Petty cases were extremely few ; suits valued at more than Rs. 10,000 numbered 163. Rs. 5·92 lakhs were realized on execution in the 546 applications disposed of. Applications to be declared insolvent, including those pending from the previous year, numbered 440, of which 270 were disposed of, the Court adjudicating 243 persons insolvent, 230 on the application of the debtors and 13 on the application of the creditors. On the Appellate Side, the first appeals disposed of increased slightly to 394 (of which 161 were dealt with in Mandalay) in 71½ per cent of which the original decree was unaltered, the average duration being 300 days. The Court dealt with 723 second appeals (Mandalay accounting for 290) out of a total of 1,309, the average duration being 241 days in Rangoon and 156 days in Mandalay. Five appeals to the Privy Council were instituted during the year, bringing the pending total to 24, of which 9 were disposed of during 1924.

The High Court.

64. The Indian Bar Committee and the Civil Justice Committee visited the Province during 1924. The opinion of the latter Committee appears to have been that judicial disputes in Burma are of a comparatively simple nature and are disposed of without any great delay. The High Court Building in

General.

Mandalay, and the Court Houses of the District and Sessions Judges at Thatôn, Tharrawaddy, Pegu, Myingyan, Pyinmana and Minbu were completed before the end of 1924. A considerable programme of further buildings awaits financial considerations.

Registration.

65. The list of areas in the Shan States, Katha, Kyauksè, Meiktila and Yamèthin Districts excluded from the operation of the Registration Act was amended in June 1924; and in December 1924 a revised schedule was published of the areas excluded from the provisions of the Transfer of Property Act. Under the Indian Registration Act facilities were provided for the registration of trade marks by means of a document of declaration. The Registration records at Nattalin, in the Tharrawaddy District, were burned in the fire which destroyed the Township Court.

66. The total number of compulsory registrations affecting immoveable property rose from 96,692 in the previous year to 109,798 in 1924, with a corresponding increase in values from Rs. 16,72'33 lakhs to Rs. 18,78'56 lakhs. These figures are higher than any in the past five years. Instruments of sale of the value of Rs. 100 and upward were 43,293, a return to the high figure of 1922, after the depression of the previous year. This increase was ascribed in Lower Burma to the absorption of small landholders and the conversion of mortgages into sales. The figure reached by instruments of mortgage, 61,155 with a value of Rs. 8,83'01 lakhs was a record, probably due to the floods and the bad agricultural season of 1923-24, the figures given in this paragraph being those for the calendar year of 1924. The usual increase appeared in the registration of instruments of gift, which show 1,241 instruments of a value of Rs. 31'15 lakhs, against 1,007 deeds comprising Rs. 20'64 lakhs in 1923. The reason is a desire to evade the Buddhists' disability to make testamentary dispositions.

67. As might be inferred from the previous paragraph, the total income rose by Rs. '70 lakh to Rs. 5'88 lakhs. The proportion of total expenditure to total income was 26'7 per cent, a fall of 2'9 per cent. Increased expenditure was due to the payment of annual increments to the staff, and to the employment of temporary clerks during the busy season.

Joint Stock Companies.

68. The conditions of trade and of the money market during the year continued to be unfavourable to the floatation of new companies. Only fifteen new joint stock companies limited by shares were registered during the year against twenty-six in the previous year. The authorized capital of these new companies was Rs. 40'21 lakhs. Eight companies with an aggregate authorized capital of Rs. 155'50 lakhs, subscribed capital of Rs. 77'24 lakhs and paid-up capital of Rs. 77'07 lakhs wound up their business during the year. Twenty-four companies increased their capital, the aggregate increase of paid-up capital being approximately Rs. 34'78 lakhs. Two companies reduced their capital.

Twelve companies established outside British India filed copies of their papers during the year, bringing the number registered under this head to 166. Three associations not for profit were registered, bringing the total to 19. No prosecutions were instituted during the year. A prosecution pending from the previous year ended in the conviction of one director and the acquittal of another.

Local Boards Administration.

69. Towards the end of 1924 a Local Government Advisory Board was constituted with the object of bringing members of the Legislative Council and the general public into closer touch with the administration of municipalities, notified areas, district councils, school boards, circle boards and hospital committees. The Advisory Board consisted of six elected members of the Legislative Council and four members nominated by Government under the Chairmanship of the Minister in charge of Local Government. No fresh elections occurred during the year, and the personnel of district councils and circle boards therefore remained unaltered ; with the result that the same shortcomings were visible in the matter of accounts. These bodies consist for the most part of agriculturalists, traders, teachers, etc. who have never been accustomed to accurate accountancy in their private concerns ; so that it is not unnatural to find them, in the present early days of local administration, displaying an attitude of indifference, and even at times of hostility toward the processes of budgetting and audit. The accounts of three-fourths of the district councils were found to be unsatisfactory ; a matter which only a longer experience can be expected to remedy. On the other hand, these local bodies have displayed an increasing interest and intelligence in their administration, which augur favourably for the future. Village headmen continued to take no important place in these local self-government organisations. The functions of circle boards still remain undeveloped, mainly through lack of available funds, while the relation between the newly constituted village committees and local self-government bodies have not yet had time to crystallise. The school boards have as yet no inspecting staff of their own, and are therefore mainly dependent on Government's education officers ; on the other hand, district councils have shown no tendency to begrudge funds to their school boards. On the general administration side, proposals to introduce a local tax on property were put forward by two or three district councils, but have not yet been put into force. The district councils showed no reluctance to adopt the suggestion of the Director of Public Health in respect of compulsory vaccination, which was extended to several new districts. District roads were somewhat neglected in several districts, as in the previous year, partly from financial stringency and partly from a reluctance on the part of the local bodies to employ the Public Works Department on local works. The Local Government found it necessary to issue orders restricting the occasions for which travelling allowance should be payable to members of these local bodies.

Municipal Administration.

70. The Corporation elected in 1922 continued in office during the year. The area of the City was extended by the inclusion of just over one square mile of the northern suburb of Kamayut, bringing the area administered by the Corporation up to nearly thirty square miles. Excluding loans and other extraordinary items, the income for the year was Rs. 73'8/ lakhs and expenditure Rs. 78'0 lakhs, or Rs. 9'89 lakhs more than in the previous year ; the excess of expenditure over receipts was more than covered by the opening balance at the beginning of the year. The Corporation's main energies were directed to the pressing questions of road maintenance and water supply. The former question is closely linked with the operations, mentioned in paragraph 25 above, of the Rangoon Development Trust, which handed over to the Corporation for future upkeep nearly a mile and a half of new roads. Practically the whole of a special grant of Rs. 6 lakhs was spent during the year on re-construction of main thoroughfares. Experiments in filling holes worn in the concreted Fraser Street road with pitch-grouted Macadam surfaced with a mixture of pitch tar and sand, seem to have provided a cheap solution of what has always been an expensive difficulty. The total expenditure on road construction and repairs during the year was Rs. 10'12 lakhs. The year's outlay on roads and buildings was Rs. 26'25 lakhs of which Rs. 4'61 lakhs were met from loans. The buildings taken in hand during the year included the construction of a new Council Chamber. A favourable rainfall enabled the Hlawga lake water supply to be maintained throughout the year ; while the Ahlone tube well continued to supplement the supply. Arrangements were completed whereby drinking water for the Dalla side of the city is ferried across the river and stored in tanks, from which the population are allowed to take water free of tax or charge. It was recognized, however, that the growing needs of the Rangoon population will make it necessary in the near future to tap other sources of supply. Expert opinion was taken, particularly in respect of a proposal to obtain water from the Yonzalin area, but no conclusion was reached, the costliness of the various proposals being a bar to any rapid decision. The general health of the city was good, there being no very serious epidemic, though plague, cholera and small-pox all claimed victims. An intensive vaccination campaign was undertaken in anticipation of a small-pox epidemic with apparently satisfactory results. A disturbing feature of the public health was a further increase in the rate of infant mortality. Of the children born during the year 35'2 per cent died in their first year. The Corporation, with a view to progressive improvement in the city's milk supply, promoted a Co-operative Dairy Company which established an experimental dairy farm. Two more dispensaries were opened during the year, making three in all, and were satisfactorily popular. The finances of the Corporation are dealt with in paragraph 145 below.

71. The number of municipal bodies in the Province was raised to 57 by the constitution of an elective municipality at Pyu. Steps were taken to introduce the elective system at Kyaukpyu and Bhamo. Of the 57 chairmen, 54 were elected non-officials, 2 were nominated officials and one an elected official. Of the total number of Committee members, 603 were elected,

92 were nominated, 6 were *ex-officio* and 87 were co-opted. No changes were made in the boundaries of municipalities, except at Mergui, where extensions were notified. Proposals for extending the Myingyan and Pyapôn municipal areas were under consideration. Of the 1,462 meetings held during the year, 44 proved abortive for lack of a quorum, a slightly higher percentage than in the previous year. The incidence of taxation rose slightly from Rs. 3-1-11 to Rs. 3-11-1 per head, being highest at Maymyo and Akyab, and lowest at Sagaing and Myanaung. The question of improving the water supply was under consideration by a number of municipalities; meanwhile the expenditure under that head rose by Rs. 4,000 to Rs. 27,773. Serious fires were reported during the year in Paungdê and Yenangyaung, and minor outbreaks in several other towns. In towns of the dry zone the question of fire is closely connected with water supply; in Lower Burma the matter is mainly one of organisation. Expenditure on drainage again increased; a number of municipal drainage schemes were laid before the Local Government with requests for financial assistance. Conservancy by motor vans was extended to the Moulmein, Pegu and Syriam municipalities. The Hospital Finance Scheme, which came into force during the previous year, reduced municipal expenditure on Hospitals and Dispensaries from Rs. 5'92 lakhs to Rs. 1'34 lakhs. The Kyaiklat Committee still declined to accept this scheme. A large increase in expenditure on public instruction, which rose by Rs. '29 lakh to Rs. 4'98 lakhs was due to the transfer, effected in the previous year, of vernacular education within municipalities from the late divisional school boards to municipal control. The number of notified areas fell to 15, on the conversion of the Notified Area of Pyu into a municipality. In these areas the incidence of taxation per head of population rose from Rs. 2-2-5 to Rs. 2-7-0.

The health of municipal towns was generally good where serious epidemics did not intervene. The number of deaths in Mandalay, Bassein and Myingyan showed a considerable increase over the previous year; Mandalay and Myingyan experienced a severe outbreak of plague, while Bassein lost over 600 lives from plague and cholera. The infant mortality rate for the towns of Burma was 30'5 per cent. of children in their first year.

Military.

72. The total strength of the regular troops forming the garrison of Burma on the 31st March 1925 was 6,169 of whom 2,043 were Europeans. In addition, the Auxiliary Force (India) numbered 3,218 adults in the active class and 1,389 reservists.

Marine.

73. The R.I.M.S. "Clive" was the station-vessel during the year under review. She was fully employed in conveying provisions, stores and reliefs to light-houses and light-vessels, in addition to towing Government launches to and from outports for their annual repairs, and conveying Government consignments, and specie. The B.G.S. "Lady Craddock" was employed from the 1st December 1924 to the 14th April 1925 in conveying Public Works Department working parties and material to various light-houses; and the works were, in

Light-houses and Light
ships.

consequence, better supervised than in the past. All the light-houses and light-ships were maintained in an efficient condition during the year and the health of the light-keepers and crews of the light-vessels was good, but the light-vessels are reported to be very old, their hulls requiring expensive overhaul annually. The Victoria Point Light-house was abolished towards the close of the year under review. The total expenditure on the Burma coast lights rose from Rs. 4'06 lakhs in 1923-24 to Rs. 4'27 lakhs in the year of report, and the receipts from coast light dues, from Rs. 6'17 lakhs to Rs. 6'60 lakhs. The annual *pro forma* account of the Burma coast' light dues showed a loss of Rs. 53,134 on the year's working, as compared with a loss of Rs. 18,935 in 1923-24.

74. A special Traffic Committee of the Port Commissioners completed

Rangoon Port
Administration.

its detailed proposals for the future development of the Port, during the next 10 or 15 years ; these proposals relate mainly to the extension of wharves, the provision of additional moorings for sea-going traffic and the development of the foreshore by reclamation and other methods. During the year under review reclamation was completed of the area between Sawpit Lane and Botataung, and operations were begun for reclaiming an area between Eden Street and Hopper's yard ; progress was also made with the King's Bank reclamation Scheme. Land was acquired from Government for the construction of houses for the Chairman and Chief Engineer in Windermere Park. Proposals for amending the Rangoon Port Act, 1905 were held in abeyance, in consequence of the proposal of the Government of India that Rangoon, as a Major Port, should be placed under the Central Government. The number of sea-going steamers and sailing vessels entering the Port fell by 41 to 1579, but the tonnage rose by over 100,000 tons to 3'68 million tons. Cargoes were discharged at the Commissioners' wharves by 972 sea-going vessels. The total seaborne trade during the year was 4'60 million tons, of which only 1'26 million tons were imports. Of this traffic 64'3 per cent of the imports and 19'2 per cent of the exports passed over the Commissioners' premises. The combined river and sea borne traffic passing over the Commissioners' premises rose from 2'127 to 2'256 million tons, while the railborne traffic similarly increased from 465,182 to 493,114 tons.

The five ferry services in operation during the year carried 918,843 passengers ; while passengers from ports outside Burma who landed at or embarked from the Commissioners' wharves were 591,441 against 586,047 in the previous year. An account of the finances of the Port Trust and of the river surveys carried out during the year is given in paragraphs 148 and 80 below.

75. The finances of the Rangoon pilot fund are dealt with in paragraph 149 below. There was a surplus on

Rangoon Pilot Service.

the year's working of over a lakh of rupees, which was transferred to the Pilot Fund Nett Revenue Account. An increase in the number and tonnage of steamers entering and leaving the port resulted in an increase of over half a lakh of rupees in the receipts of the fund, while a reduction in the amount spent on repairs to the pilot vessel "Beacon" reduced the total expenditure by roughly a quarter of a lakh.

76. Besides Rangoon, there are eight smaller ports in the province—

Moulmein, Bassein, Akyab, Tavoy, Mergui,
Minor Ports. Kyaukpyu, Sandoway and Victoria Point—

which together during the year under review dealt with some thirteen per cent of the whole foreign trade of the province, and with fifteen per cent of the trade with India, as well as with intra-provincial coasting trade. The number of vessels of all kinds entering these minor ports during the year was 3,928, with a total tonnage of 1,505,716 ; while 3,666 vessels with a total tonnage of 1,512,030, cleared.

77. Repeated voyages are taken into account in the statistics given

in this paragraph, and coasting trade means
Commercial Marine: trade with Indian ports, whether British or not.
Shipping.

The number of vessels entering ports in Burma rose from 5,432 in 1923-24 to 5,500 in the year of report, and their aggregate tonnage from 4,831,606 to 5,176,830. The number of vessels clearing from ports in Burma rose from 5,094 to 5,255 with a corresponding rise in tonnage from 4,850,093 to 5,208,797.

The total number of vessels engaged in foreign trade, which entered the ports of Burma was 580, with an aggregate tonnage of 1,478,209 against 565 vessels with an aggregate tonnage of 1,346,478 in the previous year. The total clearances numbered 685 aggregating 1,735,570 tons, against 686 with a gross tonnage of 1,699,834 in 1923-24. Of the vessels entering, sailing ships numbered 64 of 10,836 tons, compared with 83 of 12,293 tons in the previous year ; of the vessels clearing sailing ships numbered 99 of 17,561 tons against 94 of 15,725 tons in the previous year. The number of vessels entering Rangoon from foreign ports fell from 384 to 382 but their tonnage rose from 1,162,623 to 1,203,640 ; the number clearing also fell from 484 to 478 while their tonnage rose from 1,474,855 to 1,515,489. Of the vessels entering, one was a sailing ship of 206 tons, while of the vessels clearing, sailing ships numbered 6 of 1,506 tons. The corresponding figures for the previous year were 2 of 384 tons and 4 of 829 tons respectively.

The number of vessels engaged in coasting trade, which entered the ports of Burma, increased from 4,867 to 4,920 and their tonnage from 3,485,128 to 3,698,621. The number which cleared rose from 4,408 with a gross tonnage of 3,150,259 to 4,570 with a tonnage of 3,473,227. Of the vessels entering, sailing ships numbered 2,913 of 101,091 tons, and of those clearing 2,617 of 92,155 tons. These figures show no material change from the previous year. Of the vessels engaged in the coasting trade 1,020 steamers with an aggregate tonnage of 2,455,427 entered Rangoon against 993 with a tonnage of 2,306,019 in the previous year ; and 931 steamers aggregating 2,169,086 tons cleared as against 889 steamers of 1,994,060 tons in 1923-24. The number of sailing ships that entered the port again fell from 234 to 170 and their tonnage from 15,215 to 12,047 ; the number of sailing vessels which cleared also fell again from 226 to 180 with a corresponding drop in tonnage from 15,185 to 12,192.

The number of British vessels, excluding native craft, which entered the ports of Burma from foreign countries rose from 382 to 393 ; native craft rose from 6 to 9. The number of foreign vessels rose by one to 178. Two vessels under the Finnish, and one each under the Greek and Panama flags visited the province during the year of report against none in the previous year. Vessels under the Dutch, Italian, Japanese, Danish and Swedish flags rose from 46, 6, 53, 1 and 1 to 51, 9, 72, 4 and 6

respectively, while those under the German, Norwegian and American flags fell from 20, 5 and 26 to 9, 2 and 11 respectively.

In the coasting trade, the number of vessels entering, which flew the British and foreign colours rose from 1,696 and 151 to 1,767 and 154 respectively, and native craft from 2,315 to 2,376.

78. During the year of report casualties to sea-going vessels within the port of Rangoon numbered 15 and were not of a serious character. In one case a pilot was concerned, and the remaining casualties occurred to vessels in charge of Assistant Harbour Masters; in one of these a warning to exercise more care in future was recorded, and in another the Assistant Harbour Master was reprimanded for not acting in accordance with the Port Rules.

Commercial Marine :
Wrecks and Casualties.

Outside Rangoon, steam-vessels were involved in 11 collisions, in the course of which a steam launch, three cargo boats and a sampan were sunk, and 3 lives were lost. Snags and submerged logs were responsible for the sinking of two launches, one in the Salween River and the other in the Daga River, a child being drowned in the latter case. Two vessels grounded without damage on a shoal which had extended into the channel of the river at Moulmein.

79. Excluding the light-vessels referred to in paragraph 73 above, there were 230 Government vessels of all descriptions at the beginning of the year under review. Three motor launches and two motor boats were added to the fleet during the year, while 3 steam launches and 2 flats were condemned and sold. A steam launch which foundered in the Rangoon River was subsequently salvaged and sold; while a motor launch which foundered in the Mergui River during a cyclone was completely lost, every endeavour to locate her having proved unsuccessful. The year thus closed with 228 vessels of all descriptions comprising 84 steam launches, 83 motor boats and launches, 16 house boats, 14 flats, 9 barges, 8 dredgers, and 14 other craft. The vessels working under various departments were in good condition and were fully employed. The fuelling arrangements carried out by the Forest Department continued to be satisfactory. The value of stores received in the marine store godowns at Mandalay, Bassein and Rangoon was Rs. 4'82 lakhs, compared with Rs. 3'65 lakhs in 1923-24, and the value of stores issued from the godowns amounted to Rs. 4'11 lakhs. The Government Saw-mill at Mandalay was sold just after the close of the year under review.

80. In the port of Rangoon, the dredger "Cormorant" worked in the Monkey Point Channel, the Dunneedaw reach and the western approach; and was, in addition, employed on the experimental cut through the bar separating the western from the eastern channel near the Hmawun buoy. A channel 300 feet wide was cut carrying not less than 14 feet of water and was surveyed monthly. This dredger removed nearly one and a quarter million tons of silt and sand in the course of these operations. The dredger "Hastings" worked on the berths at the wharves and jetties, removing 57,850 tons of soil. New surveys of the river bed in the harbour were undertaken and completed during the year. The river bed, generally, has altered considerably over the shoal

Marine Works and
Surveys.

areas, but the main channels remain normal. The mattress slipway excavated in connection with the King's Bank reclamation scheme was pitched with laterite blocks; the slipway was finished in June 1924. Eight mattresses, 125 feet by 90 feet, constructed of bamboos and brushwood, were sunk as foreshore protection, and five of the same size as foundation work for the wall.

The silting of the Akyab Harbour received the attention of the Local Government, and it was decided that an accurate detailed survey of the harbour limits on a 6" scale, and a less detailed survey of a portion of the Kaladan River on a 3" scale were necessary before any dredging scheme could be considered. In view of the serious condition of the port the Government of India's approval was obtained to the carrying out of this survey by the R.I.M.S. "Investigator" during October and November 1925 in interruption of the original marine survey programme.

CHAPTER IV.

PRODUCTION AND DISTRIBUTION.

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Agriculture.

81. As might be expected with a generally favourable season and a good market for paddy, the occupied area of the Province, excluding industrial and dwelling areas in towns, rose by over 250 thousand acres to 1972 million acres. The increase was spread over nearly every
- Occupied and Cultivated Area.

district; but unfavourable rains in the Shwebo District reduced the occupied area there by 2,500 acres. The greatest increases were observed in the Pegu, Thayetmyo, Bassein, Myaungmya and Pakôkku Districts, where favourable rains led to extensions of cultivation. The area left fallow fell to 3'74 million acres, or 19 per cent, against 20 per cent in the previous year, of the occupied area. Floods in the Pegu, Toungoo and Amherst Districts, and poor rains in the Shwebo and Mandalay Districts, accounted for the chief excesses of fallow land over the last year. The gross area sown was 16'58 million acres, an increase of '47 million acres over the previous year; while the gross area on which crops matured rose by 1'84 million acres to 15'70 million acres.

There was an increase in the areas of all crops except millet and tobacco; the latter suffered from riverine erosion in Upper Burma, while the former continues to be ousted by groundnut. The largest increase for any single crop was naturally for rice, which rose from 11'24 to 11'43 million acres. The other most extensive crops were millet ('756 million acres), early sesamum ('709), beans, exclusive of the three main kinds, ('426) and groundnut ('462). Of the minor crops it is interesting to note that wheat increased by 33 per cent to 41,691 acres and gram and onions by 34 and 41 per cent respectively to 89,675 and 23,613 acres. Sugarcane again fell by 20 per cent to 20,462 acres, owing to climatic troubles and a fall in the price of jaggery.

82. The net area irrigated rose slightly by '62 per cent to 1'450 million acres. Government canals in Mandalay,

Area Irrigated.

Kyaukse and Minbu showed a small increase, but there was a decrease in Yamethin and in Shwebo, where the Ye-u and Muhaung canals provided a late supply of water for paddy nurseries. An increase was recorded in the areas irrigated by private canals. The work of remodelling the Zawgyi system in Kyaukse is still in hand; in Minbu the remodelling of the Man canal and the construction of the Kalahaung Distributary were begun during the year. Rice continued to be the chief crop irrigated. Good onion crops from well irrigation were reported from several districts.

83. The Agricultural College at Mandalay was formally opened in December 1924 by His Excellency the Governor.

The Agricultural Department.

Twenty-four students commenced study during the year, but it was found necessary to reduce their number in order to secure a higher initial standard of education. The High School Final examination, which was the qualification first stipulated, produced students unable to benefit fully by the college course; while a call for I.A. or I.Sc. students met with only feeble response. The idea of affiliating the College with Rangoon University was therefore temporarily abandoned. Work done at the College is mentioned in the succeeding paragraphs. Seven students trained at Poona were posted to duty in Burma during the year. The policy of the Agricultural Department which Government had enunciated in 1919 was further reviewed by a Committee, whose recommendations, now under consideration by the Local Government, confirm for the most part the conclusions reached five years before. The Committee's deliberations naturally placed some check on the execution, during the year, of projects already administratively sanctioned. Steps were taken, however, to secure land for Central Farms in the Irrawaddy and Tenasserim Divisions, and to obtain sites for a Sericultural Farm at Paukkaung in the

Prome District, and an experimental tobacco farm near Thayetmyo. Construction was actually begun on a Central Farm at Pyinmana. The Hopin Farm in the Myitkyina District was closed down, as an economy ; while the farms at Zigôn, Taungtha and Nyaunglebin were retained under departmental control, but let out to approved tenants for the production of pure seed. A survey was made of surplus grazing grounds in Lower Burma which it was thought possible to utilise for the growing of pure seeds, the need of which in much greater quantities was emphasised by the Agricultural Committee. Steps were taken to set up local Agricultural Advisory Committees, consisting of four or five officials and a similar number of non-official gentlemen interested in agriculture. As a beginning such committees were sanctioned for Meiktila, Thayetmyo, Myaungmya, Moulmein and Pyinmana ; their functions will be to offer advice to the Agricultural Department in particular regarding the issue of loans, and to arrange local shows and exhibitions. Instruction was given to over 30 students in the Pyinmana Agricultural School, which is conducted by the American Baptist Mission with financial assistance from, and occasional supervision by, the Department. Adult cultivators were given practical instruction at Hmawbi and Mahlaing ; these courses were again well attended.

84. Research work at Mandalay, Hmawbi and Ambari (Akyab) was mainly confined to rice. At Mandalay an irregular monsoon confined the work to irrigated paddy land, where various manure experiments were continued ; bonemanuring was vitiated by land crabs, and gave no significant results. Experiments in seed rates showed that five baskets of paddy give a better yield per acre than the farmer's customary fifteen. Much the same conclusion was reached at the Hmawbi farm, where the best results were obtained with between 6 and 10 baskets of seed per acre. Manures tried at Hmawbi, bone-meal, basic slag, bat's guano and straw treated with sulphate of ammonia, gave poor resultant increases. American and Japanese manures were tried, the latter being a failure and the former a success. It was discovered that fields used as paddy nurseries suffered a loss of about 21 per cent. in fertility ; which indicated the special desirability of manuring such areas. At Hmawbi comparative examination was begun of a number of foreign varieties of paddy from Spain, America, Japan, Italy and Java. Three crosses were made, and selection work was begun on 21 varieties from the Irrawaddy Circle.

Experiments with Spanish groundnut at the Padu farm confirmed its superiority over the local varieties ; for this crop it would appear from investigations at Mahlaing that cattle manure is the best method of increasing the yield. Other fertilisers were found to give increases insufficient to cover the extra outlay. Endeavours made at several farms to find a substitute for the Burma white bean (*pebyugale*) were not successful ; while selections of that bean for low prussic acid content have not yet had time to give conclusive results. Research in connection with cotton was carried out at Mahlaing and at Tatkhôn. Two selected *wagale* strains were tested on an extensive field scale ; the classification of Burma cottons was continued ; and fixed types from the Shan States and Chin Hills were isolated, with a view to a study of the more important commercial characters. Experiments in green manuring of poorer dry zone soils preparatory to cropping with cotton gave most promising results, but longer time was found to be necessary for gaining definite quantitative results. At Tatkhôn experiments with tobacco planted out

in the late rains indicated a method of getting the crop harvested and despatched to Rangoon before the heavy rains of the next monsoon induce that fungus growth which attacks tobacco grown in *kaing* land. Work on the cocoanut farm at Noakhali (Akyab) was directed mainly to the destruction of the rhinoceros beetle. It appeared that the only effective way to combat this pest is to extract and destroy all beetles as they appear, and to maintain clean cultivation under the trees. Further experiments were made at Yawnghwe to improve the Shan States potato. It was decided to start a new small sericulture station at Paukkaung. Experiments with mulberry were continued at Hmawbi, Akyab, Tatkon and Pyinmana, and the possibilities of imported silk worms from Japan and Kashmir were investigated; but this branch of research suffered from lack of a trained staff. Other matters which received attention included the construction of a high lift water elevator for use with deep wells, the manufacture of screw water lifts, and experimental work in connection with seed drills for paddy and dry land crops.

85. The system was continued by which Co-operative Societies and private farmers are encouraged to open private seed farms, which are supplied with pure seed from the Central Farms and hold up the resultant crop for distribution. Even with this method it was difficult for the Central Farms to supply all the seed required, and a further extension of Government Seed Farms, leased to selected tenants, was initiated. In the Northern Circle alone, 132 private seed farms were worked, with an area of 1,489 acres, distributing about 25,200 baskets of selected seed, mainly paddy, groundnut, gram and wheat. From the Mahlaing Farm 112,237 lbs. of cotton seed were distributed in the Meiktila District. Seed distribution in the Yamethin and Toungoo Districts included Spanish groundnut, Karachi gram and exotic varieties of sugarcane; while in the Pegu District 13,022 baskets of selected paddy seed failed to meet the total demand. Similar results were obtained in other districts. Nearly 700 of the new ploughs designed by the Agricultural Engineer were sold during the year. Demonstrations were given of row cotton sowing; the cropping of beans after sesamum or groundnut; and inter-cropping cotton and *pesinngon* with sesamum and groundnut. Ten agricultural shows were held during the year, exactly double the number in the previous year. A further encouraging feature of the year was seen in attempts by several private individuals, with varying success, to invent improved agricultural implements.

86. The Special Officer who was placed in charge of the Veterinary Department in the previous year, continued to hold charge. The recommendations in respect of veterinary matters made by the Agricultural Committee, of which mention is made in paragraph 83 above, were laid before Government during the course of the year under review. These recommendations involved a general reorganisation of the Department on the lines suggested by the Special Officer. In February 1925 the foundation stone was laid of the new Veterinary College at Insein, and construction was begun. The subordinate staff of the Department consisted of 24 Inspectors, of whom two were employed in the Federated Shan States, and 214 Veterinary Assistants, exclusive of the teaching staff. At the end of the year there were 28 pupils in the Insein

Veterinary School, 15 pupils having been passed out as Veterinary Assistants and posted to the districts. No fresh pupils were admitted during the year, pending decision of a question of raising the educational standard of recruitment. On the recommendation of the Agricultural Committee the Government stud, consisting of six mares and one stallion, was transferred from the Veterinary Department to the care of the Military Police, the officer who had formerly been in charge of the stud, under the direction of the Agricultural Department, reverting to duty in the Veterinary Department. The five Veterinary dispensaries, continued to give valuable service, and the question of largely increasing their number was again considered.

87. The year was generally a favourable one, the total number of

Cattle Disease.

recorded deaths from contagious disease for the whole Province, including the Shan States, being 18,360, or nearly 2,000 less than in the previous year. That these figures must be accepted with caution as an estimate of the total cattle mortality of the Province may be gauged from the fact that during the quinquennium 1920—1924, while the average number of reported deaths was 110,983, the average number of hides exported from the Province was 485,121. Of recorded deaths rinderpest accounted for 14,081 and foot and mouth disease for 2,402. The Shan States were particularly unfortunate in losing 2,377 animals from rinderpest alone. Control in these areas was rendered particularly difficult by the fact that, when the large herds of cattle brought across the frontier once contract the disease, the careless and nomad habits of their owners tend to spread infection in their wake. In Burma proper, Yamethin and Minbu each suffered over 1,000 casualties from rinderpest, while in the Thayetmyo District there were 2,187 deaths, the highest from any district. There was no serious epidemic of foot and mouth disease, though Mandalay recorded 1,072 deaths from that cause. Anthrax did not occur notably, save in the Kyaukpju and Upper Chindwin Districts. In the latter area the Bombay Burma Trading Corporation lost nearly 50 elephants from anthrax. Anti-rinderpest serum inoculation was performed on 63,205 animals, a figure nearly 75 per cent higher than that of last year, and of the animals so treated 380 died of the disease, or '6 per cent of the number inoculated. It is particularly regrettable that the supplies of serum, which was obtained from India, were at times inadequate to meet the demand, with the result that inoculation operation were on many occasions seriously hampered. Speaking generally, cultivators realised the value and importance of inoculation. The officers of the Department treated 113,519 animals during the year, a decrease of nine thousand; of the total so treated 90,028 were suffering from non-contagious diseases. The number treated for infectious diseases fell from 34,503 to 23,491 animals, all but 51 being bovines. In the Shan States, Veterinary Assistants treated 30,947 cases of all classes of disease.

88 A quinquennial census of live-stock was held during the year, result-

Live-stock.

ing in somewhat more accurate enumeration, which must be held partly responsible for some of the variations from the figures of the previous year. The number of mature oxen remained practically stationary at 3,850,000, while young stock increased by 45,664 to 1,007,684 owing to a lower rate of mortality and to the increased activity of Indian breeders. A decrease in the number of mature buffaloes from 778,881 to 772,395 was reported to be the result

of a growing preference in Lower Burma for the hardier oxen. Sheep and goats showed a decrease to 76,914 and 262,011 respectively; the cause was said to be a greater addiction to mutton in Rangoon and Mandalay. Religious scruples were reported to be partly responsible for the replacement of beef by pork, whereby the number of pigs fell from 432,628 to 374,022. Greater confidence can be placed in the suggestion that a wider use of motor traffic reduced the number of geldings and mares from 74,824 to 68,409. Cattle shows were held, with success, during the year at Allanmyo, Henzada, Thatôn, Mandalay, Meiktila and Kyaukse.

89. Apart from loans to Co-operative Societies, advances under the Agriculturalists' Loans Act amounted to Rs. 24'22 lakhs, an increase of Rs. 2'16 lakhs, over the previous year. Farmers were still feeling the effects of previous bad seasons, and the better conditions prevailing during the year under review did not have time to produce any great general relief. But the more prosperous season was reflected in the rise of collections during the year from Rs. 19'87 lakhs to Rs. 25'75 lakhs, though at the end of the year Rs. 9'09 lakhs were overdue, Rs. 5'12 lakhs had been suspended, and Rs. 11 lakh remitted. In particular, difficulty was experienced in collecting dues in the Akyab and Kyaukpyu Districts, whose disinclination to pay land revenue has been mentioned above. In the Thatôn and Amherst Districts collections were impeded by serious successive floods. The Yamèthin District did not share the generally improved harvest, and its overdue outstandings reached nearly Rs 1'50 lakhs. In the Bassein District Rs. 4'75 lakhs were advanced in the course of a few months in 1924, but little difficulty was experienced in recovery. The loans were generally issued with care, and properly applied. Minor malpractices were reported, resulting in the removal of one village headman, but no officials were implicated. No important land improvement loans were made; minor advances amounting to Rs. 21,200 were issued, chiefly in Upper Burma. The rate of interest charged by Government remained at 6½ per cent.

90. The areas protected by embankments maintained by the Public Works Department fell from 997,286 acres to 989,090 acres. Despite a rainfall of 106 inches, the heaviest annual fall on record for the last 25 years, there were only a few small breaches, which were successfully dealt with, in the Yenwe River double embankments. The gross revenue amounted to Rs. 16'30 lakhs, against Rs. 14'07 lakhs in the previous year. The increase in gross receipts was due primarily to the closing of a breach of the Ngawun Embankment, and to the extension of cultivation in the areas protected by the Yandoon Island Embankment. Working expenses declined from Rs. 13'98 lakhs to Rs. 12'51 lakhs, thereby raising the net receipts from Rs. '09 lakh in the previous year to Rs. 3'79 lakhs. Work on extending the Yenwe River Embankments was continued. The major portion of the Sittang Embankment was raised to 3 feet above high flood level, but no work was carried out on its extension, owing to the scarcity of labour. Capital outlay on this embankment during the year amounted to Rs. '09 lakh as against '37 lakh in the previous year. The construction of an embankment at Tamatakaw at the mouth of the To River was commenced in December 1924, at the request of cultivators whose lands were threatened by

inundation and erosion by the sea. The training, without embankments, of the Kawliya Stream near Daiku was put in hand, under the supervision of a Forest Officer specially deputed for the purpose. Metalling of the crests of the embankments in the Delta for light motor traffic was also undertaken.

Weather and Crops.

91. The season was generally a good one for rice and other important crops. In particular, the Delta had bumper crops, while for the rest of Lower Burma the monsoon broke early, and rain was normally distributed. In Upper Burma light early rains, fair middle rains, and very good late rains resulted in good crops of rice, groundnut and cotton, while early sesamum and maize were poor, though better than in the previous year. Riverine crops were good, and generally escaped damage by flood. In the Insein District floods again recurred, but were less serious than in the previous three years. Of Upper Burma districts, Yaméthin, Shwebo, Bhamo and Katha did not share fully in the general improvement.

92. A conservative estimate of the outturn of unhusked rice gave 7,367 million tons, an increase of nearly two million tons over the previous year; not only were 687,189 more acres matured but the crop was also a good one. The same conditions applied to the cotton crop which was estimated at 12,500 tons, or 50 per cent higher than in 1923-24. Similarly exports of cotton for the year totalled 12,162 tons against 8,774 for the previous year. Groundnut also showed no less an increase, the estimate being 159,674 tons. The export of nuts decreased, but the deficiency was more than remedied by the export of 52,266 tons of cake and oil. The estimated sesamum crop was 65,000 tons, or 20,000 tons above the previous year's figure. Rubber exports again rose from 2,863 to 3,825 tons. Prices for the 1923 paddy crop fluctuated between Rs. 190 and Rs. 230, being highest in July and October. The Indian demand was poor but export to Europe and Eastern markets was active. For the 1924 crop prices were lower, opening in January 1925 at Rs. 162 (rail) and Rs. 171 (boat) and rising, through March, to Rs. 186 (rail) and Rs. 196 (boat) at the end of June. For this crop the Indian demand was greater, but the Eastern markets fell away. Cotton prices were poor, the cause alleged being a combination of buyers. Sesamum also realised lower prices, but the main classes of beans were in strong demand. Groundnut and chillies realised less than in the previous year. Stocks of paddy and rice at the end of the year were plentiful, several districts being reported to be holding up a large portion of their exportable surplus in the hope of a rise in price.

Co-operation.

93. The reorganisation of the Department in November 1923, resulted in the constitution of a branch, known as the Co-operative branch, of the Burma and Subordinate Civil Services, to the cadres of which Assistant and Junior Assistant Registrars were assigned with the respective ranks of Extra Assistant Commissioner and Myoók. In February 1925 it was decided

that future entrants to this branch should be selected from candidates successful at the annual examination held in connection with recruitment for the regular branch of these two services. During the year a leave reserve of six posts was added to the cadre of Junior Assistant Registrars. There was no change in the law or rules governing the working of co-operative institutions, but a new Co-operative Bill was drafted, one of the most important objects of which was the strengthening of the provisions dealing with liquidation. Experience has shown that under the present Act liquidation procedure is inordinately lengthy and very unsatisfactory.

The total cost of the Department during the financial year 1924-25 was Rs. 4'94 lakhs, the figure being swollen by the grant of certain arrears of pay to Assistant and Junior Assistant Registrars, consequent on the reorganisation already mentioned. During the year no noteworthy extension took place, mainly because the time and energies of officers were devoted to the more pressing duty of taking stock of the present position with a view to the elimination of unsound societies, the number of which is considerable. The total number of societies at the close of the year was 5,549 and of members 154,848. Corresponding figures for last year were 5,563 and 156,803. The year's working therefore shows a decrease in societies and membership for the first time since the inception of the movement. Co-operation is thriving in Lower Burma, but its condition in Upper Burma is far from healthy. Differences in climate, the security of Lower Burma seasons being in strong contrast to the variable rainfall of most of Upper Burma, cannot be held responsible for the distinction. In the Kyaukse District, for example, where an established irrigation system ensures good crops, co-operation has not proved a success. It seems likely, indeed, that the greater stability of the movement in Lower Burma is mainly due to the fact that that part of the Province received its co-operative institutions after the mistakes made in earlier years in Upper Burma had been recognised and remedied.

94. The Mandalay Provincial Bank again had a successful year. Its fixed deposits increased by Rs. 7 lakhs to Rs. 90'59 lakhs, of which 25 per cent. represents the money of Burmans, indicating increased confidence on the part of the people of the country. In view of the over financing of many societies in past years, the maximum borrowing limits of societies were lowered, with the result that the Bank suffered from the somewhat unusual embarrassment of a surfeit of cash, and was obliged to reduce its rates of interest on fixed deposits. But this action had no appreciable effect on the flow of deposits. Another promising symptom was the marked rise in the current accounts of the Rangoon and Thatôn branches, amounting to approximately Rs. 1'80 lakhs. This money is almost entirely Burmese, and 75 per cent. of it, as required by the rules, was maintained in liquid form. A further result of the reduction of maximum borrowing limits was a decrease in the Bank's outstanding loans to societies by Rs. 2'66 lakhs. The percentage of repayments rose slightly from 21'71 to 25'11 per cent. The Bank further increased its security by the purchase of an additional Rs. 8'0 lakhs of Government paper, and by carrying to its reserve a larger sum than in the previous year to cover the interest due by societies in liquidation, the latter precaution being responsible for the slight decrease in net profit. At the close of the year the market value of all securities held by the

Bank was found to be Rs. 2'78 lakhs in excess of the amount at which they were shown in the books of the Bank. There were indications that the Bank's centre of gravity is slowly but surely moving from Upper to Lower Burma. Three new Central Banks were registered during the year bringing the total number up to 23. Four of them are flourishing institutions, managed on sound business lines and doing good work. Of the four most flourishing institutions the Pegu District Bank, which can when necessary obtain credit from the Imperial Bank without the intervention of the Provincial Bank or the support of the Registrar, was most prominent. The Central Banks at Tharrawaddy and Shwebo proved failures, and were on the verge of dissolution at the end of the year. The management of the Rangoon Urban Central Bank was obscured by political issues ; while the remaining 16 banks showed only a mediocre success. The profits of these banks amounted to Rs. 1'06 lakhs, an increase of Rs. 16,000 on last year's figures, and to these profits 19 of the 23 banks contributed, four only showing a loss.

95. The year under review saw an actual decrease in the number of **Agricultural Credit Societies.** societies registered and also in membership. Societies decreased from 4,097 to 4,057 and membership from 94,900 to 92,005. Hitherto the history of co-operation in the Province has recorded an annual increase both in societies and in members. The decrease was due to the weeding out of unsatisfactory societies. Deposits received by societies from individuals during the year amounted to Rs. 4'61 lakhs, as compared with Rs. 2'99 lakhs in the previous year, but the increase is more apparent than real, being largely due to the conversion of societies from the Raifeisen to the Luzzatti type, and to the inclusion among deposits of societies in Arakan of Government Agricultural loans which were made to individuals through the societies. The question of raising the rate of interest on deposits was under consideration. Though the total of outstanding loans at the end of the year declined by some Rs. 8,000, the decrease in total membership caused the provincial figure for the average individual loan to rise from Rs. 173 to 179. The improvement in repayments was entirely confined to Lower Burma. The net profits of Agricultural Credit Societies once more show a substantial increase, the present year's figure being an improvement on its predecessor by Rs. 70,000. Ten districts report a loss on the year's working. Of these Kyaukse-heads the list with a loss of Rs. 27,653 while Shwebo is next with a loss of Rs. 13,542. Failure to collect interest and excessive contingent charges generally accounted for the losses.

96 Co-operative Town Banks and similar urban credit societies continued to make steady progress and increased in number from 115 to 124. **Other Societies..** Membership rose from 14,599 to 15,263. There was also a satisfactory rise in the deposits and owned capital of these institutions. The political dissensions noticed last year appear to have died down. An unsatisfactory feature was a tendency for working expenses to increase. These urban societies have already become the potential depositories of the funds of local bodies, and several of the larger banks appeared to be quite capable of undertaking the custody of public money on fixed deposit. Salary earners' societies increased by 6 to a total of 49, and there was a corresponding increase in membership. Cattle

insurance societies are confined to five districts in the dry zone, and share in the deterioration which has attacked co-operative societies in these areas. The question of opening cattle insurance societies in Lower Burma was studied, and a certain amount of propaganda work was carried out. Agricultural societies for purposes other than credit again showed few signs of progress or prosperity. A little was achieved in the very important matter of distribution of selected and improved seed. The unexpected recovery of the Legaing Rice Mill is worthy of mention. This society has cleared off its debt to the firm which erected its mill, has reduced its previous loss to a very small figure, and has also gained local renown for the excellence of its milling. Among non-agricultural societies, a new Rangoon Dairy Society was formed, on the initiative of the Rangoon Corporation; while the Pegu Rice Milling and Trading Society again closed a successful year with a handsome profit.

Horticulture.

97. The Burma Agri-Horticultural Society, the only society of the kind in the province, continued to develop the new Agri-Horticultural Societies. property to which it had been transferred in 1923. Stocks were maintained by propagation and purchase, and various improvements were brought into effect in the Gardens at Rangoon. The collection of orchids was supplemented, and the orchid houses enlarged; and an avenue of trees was planted from the entrance gates to the Hall. The usual tests of seeds for germination were carried out, and the results made public. There were 219 members on the rolls at the end of 1924. In addition to supplying members and the public with seeds, plants, flowers and information, the society gave practical instruction on plant life to sections of the Girl Guides Association, and provided material for botanical lectures at the University College, Rangoon. In return for an increased contribution, the society sanctioned the appointment of their Superintendent as Adviser on Parks and Trees to the Rangoon Corporation. In this direction some progress was made in the layout of Fytche Square, the replanting of Lake Avenue, and planting in Dalhousie Park, but the Corporation's other activities prevented their providing all the staff which adequate treatment of these projects demands. The annual flower show was revived in February 1925, in conjunction with the School Gardening Exhibition. At the show, the exhibition of English vegetables from Syria was the most notable feature. Progress was made with a proposal to establish a branch of the Society at Kakaw.

Forests.

98. The total area of reserved forests at the end of the year 1924-25 was 28,227 square miles, against 27,890 square miles at the end of the previous year; while the area of unclassified forests was estimated at 95,408 square miles. New reserves settled during the year totalled 417 square miles; slight variations were due to disforestation and recomputation of areas. Demarcation of 378 miles of exterior boundaries was carried out at a cost of Rs. 5,946. Repairs to 2,887 miles cost Rs. 25,836; and 289 miles of new boundary awaited

Forest Reserves, Forest Settlement, Demarcation, Survey and Working Plans.

demarcation at the end of the year. The "Air Survey Company, Ltd.," reconnoitred and stock-mapped some 15,000 square miles of forest in the South Tenasserim Forest Division, showing the distribution of 13 different types of forest; other photography by the same agency, mainly in the Heinze and Kaleinaung area served to illustrate the different types of forest. This aerial survey differed from the survey of the Delta carried out in the previous year. In the Delta the object of the survey was the topographical mapping of an unmapped area; while in Tenasserim the forest stock-mapping was the sole object. Ordinary ground topographical survey operations were carried out by No. 11 and No. 21 parties, which completed the survey on the 4-inch scale of 391 square miles of reserved and unclassified forest land, and 817 linear miles of boundary traverse. Five special working plan parties were at work during the year, being occupied with the preparation of original working plans over 2,572 square miles and revision of existing plans over 759 square miles in the Prome, Ataran, South Tenasserim, Kaukkwe, Shwebo, Maymyo and Magwe Forest Divisions. This work was hampered by lack of experienced officers.

99. The number of forest offences reported was 8,171 against an average of 7,660 for the previous three years.

Protection of Forests. As usual, the great majority were unauthorized fellings and removals. One thousand one hundred and twenty-five cases involving 1,962 persons were taken to Court, the percentage of conviction being 90, against 85 in the previous year. Fire protection is now restricted to areas where it can be justified on silvicultural grounds. These areas chiefly contain forests under regeneration or young plantations. The total area under fire protection was 92,371 acres of which 91 per cent was successfully protected. Of the reserved forests, 75·2 per cent. were closed to grazing entirely; 16 per cent for part of the year and 8 per cent for the whole year were open to all animals except browsers. The increased area under cultivation and relaxation of the rules regarding the issue of gun licenses continued to impede the protection of game.

100. The total expenditure on forest roads and buildings during the

Improvement of Forests. year amounted to Rs. 6·49 lakhs; and in addition Rs. 43 lakh was spent by lessees on roads, to supplement their floating operations. New cart roads totalling 140 miles were constructed at a cost of Rs. 1·48 lakhs, and new bridle paths totalling 57 miles at a cost of Rs. 29 lakh. Rs. 2·76 lakhs were spent on the construction of new buildings. For regeneration purposes, the total book area under plantations at the close of the year was 108,203 acres. An area of 5,135 acres of *taungya* plantations was added during the year. Artificial regeneration of the portions of reserves accessible to the extraction of non-floatable timbers received attention. Improvement felling was the method favoured in the less accessible teak forests for increasing the stock of teak.

101. The outturn of teak by lessees during the year was 328,135 tons against 403,288 tons in the previous year.

Exploitation of Timber. Extraction by licensees and departmental extraction by Government totalled 14,806 tons and 81,551 tons respectively, against 13,620 tons and 102,237 tons respectively last year. The total extraction of reserved woods other than teak was 121,048 tons against

131,797 tons in the previous year ; and the total of unreserved timber and fuel extracted was 1,399,085 tons against 1,088,333 tons last year. The decrease in the outturn by lessees was mainly due to an unfavourable floating season, but in part also to a bad market. There was a large decrease in the extraction of teak by the Department, owing to reduced extraction of timber in the Myitmaka Extraction Division, and to the closing down of departmental operations in other places. These figures must however be accepted with caution as they include timber handed over by firms for sale on joint account. There was a large increase in the output of fuel and unreserved wood. The rising demand for fuel was the natural result of growing industries and the absence of a local coal. The bulk of the teak exports of 233,425 tons, and of the other principal exports of timber, mainly sleepers, were sent to India.

Mines and Quarries.

102. Mining operations in 1924 were carried on in the districts of Tavoy, Mergui, Amherst, Thatôn, Bassein, Mandalay, Katha, and in the Northern and Southern Shan States. The total number of mines involved was 124, compared with 59 in 1923. This considerable increase does not indicate fresh mining activity, but was caused by a more comprehensive definition of the term "mine" contained in the Indian Mining Act of 1923, so as to embrace quarries in the Amherst, Thatôn, Bassein and Mandalay Districts. Mining activity was mainly confined to the production of lead, silver and iron ores, jade, tin, building material and road metal. Apart from operations connected with jade, building material and road metal, work was mainly confined to the Bawdwin mines of the Burma Corporation, Limited, situated in the Northern Shan States. The general health of mine employees was satisfactory, and there were no outbreaks of epidemic disease among them. Excellent hospitals were maintained at Namtu by the Burma Corporation, and the private dispensaries mentioned in last year's report were also maintained during 1924. A certain number of women and children were reported to be employed in mines, mainly in the Tenasserim Division, but such 'employment' is technical. These women and children simply add to the household income by doing work which is less arduous than planting paddy and possesses no disagreeable features. There were 99 accidents in mines during 1924, or ten more than in the previous year, resulting in 29 deaths and 80 cases of serious injury. Three prosecutions were instituted under the Act, of which two resulted in convictions and one in an acquittal. In addition, two successful prosecutions, one under the Explosives Act and one under section 286 Indian Penal Code, were instituted in connection with mining operations. Geological Surveys were carried out by Government during the year in the riverine districts and in the Shan States.

103. The number of applications for prospecting licenses filed during the year was 318, or slightly in excess of that for 1923. Of these 113 were sanctioned, 53 rejected and 152 withdrawn. There were 146 applications for renewals of such licenses, of which 106 were sanctioned and 20 withdrawn. Renewal was refused in respect of the remaining 20. Twenty-two leases were applied for, principally for tin and petroleum, of which 15 were sanctioned, one rejected, and six withdrawn.

104. The same seven districts in which petroleum was produced in 1923, were responsible for its production in 1924. The combined outturn from the Akyab and Kyaukpyu Districts amounted to little more than 20,000 gallons. In the districts of Thayetmyo, Minbu, Pakôkku and the Upper Chindwin production varied from one and a half million to nearly four million gallons, Minbu producing the larger of these quantities. The two Magwe oil-fields produced between them 261 million gallons. The total output for the Province amounted to 270 million gallons, valued at Rs. 99'8 lakhs. The total Provincial outturn was roughly one million two hundred thousand gallons less than in 1923. The Singu field of the Magwe District was chiefly responsible for this decrease. The Upper Chindwin District again showed a slight increase, due to the opening up of new wells. The average daily number of persons employed in the industry was 17,495, of whom approximately 637 were women and 181 children.

105. The output of lead and silver ore amounted to 290,412 tons, an increase of 44,486 tons on the previous year's figure. The Bawdwin mines of the Burma Corporation, Limited, were responsible for all but 200 tons of the total output, and also for the whole of the increase mentioned. The ore raised yielded 50,559 tons of refined lead, 5,287,711 ounces of silver, 18,650 tons of zinc concentrates, 1,200 tons of antimonial lead and 2,935 tons of copper matte.

106. The production of rubies, which is confined to the Katha District, fell from 92,592 carats to 53,511 carats, of rubies from 65,692 carats to 37,942 carats, and of spinels from 28,726 carats to 9,644 carats. The decreased production is attributed to the closing down of the Sinkwa valley mine. The ruby market was reported to be satisfactory, and there was a steady demand for rubies of good quality.

107. The closing of the coal mines in the Upper Chindwin District and the Southern Shan States accounted for a fall in the output of coal from 1,271 to 225 tons. Production of iron ore increased by about 6,000 tons to a total of 59,014 tons, all of which was mined by the Burma Corporation, Limited, for use as flux in the smelter at Namtu. The production of tin ore was much the same as in 1923. The depression in the wolfram market continued throughout the year, and extraction of wolfram ore was confined to those mines where it occurred with tin and had to be worked generally with that ore. The total of tungsten ore mined amounted to 1,008 tons, a slight increase on the previous year. The amount of amber obtained was nearly double that obtained in 1923, but judging by its value the quality again declined. The quantity of jadeite quarried amounted to only two-thirds of the production in 1923, but the quality was much better. About 67 ounces of gold, much the same quantity as in 1923, were obtained in the Upper Chindwin and Katha Districts by native methods of washing. A prospecting license to dredge for gold over an area of 30 square miles was issued to the Austral-Malay Tin Co., Ltd.

108. A number of minerals, such as limestone, ballast stone, granite, gravel, laterite, sand, sandstone, etc., are included under the generic description of "Building Materials and Road Metal." Under this head production in

1924 was nearly three times as great as in 1923, with a corresponding increase in value. Output is mainly governed by the demands of the Public Works Department. Nearly half the amount produced during 1924 came from the new quarries opened by the Department at Mokpalin, in the Thatôn District. The output of clay decreased somewhat, a good agricultural season causing a decline in the subsidiary industry of pottery making. The collection of soapsand was slightly less in 1924 than in the previous year.

Manufactures.

109. No great change occurred during the year in the industries of the Province. Approximately 70 per cent. of the population were engaged in agriculture, the other chief industrial occupations being concerned with rice-milling, petroleum, timber and mining. The most important cottage industries continued to be weaving of cotton and silk, and pottery. The manufacture of matches claimed increased attention, three new factories being opened in Rangoon during the year.

110. The number of registered factories rose from 882 in 1923 to 919. The new mills were chiefly rice and saw-mills. The total number of persons employed in the 858 factories actually at work during the year increased from 86,642 in 1923 to 91,210, on account of a slight trade revival. A notable increase of 1,315 persons occurred in the match-manufacturing industry; while the number of persons employed in other important factories were, rice-mills 37,525, saw-mills 12,795 and 11,280 in petroleum factories. Of the total number of operatives, 8,244 were women, an increase on last year's figure mainly due to the employment of women in the Rangoon match factories, and only 978 were children. A drop of 11 in the number of working rice-mills suggests that that industry is finding its level, after several years of over expansion. No new occupational disease was brought to notice, and the general health of the factory hands was normal during the year. The housing of industrial labour presented no special difficulties. The number of accidents rose from 891 in 1923, and 563 in 1922, to 972 during the year under review, a rate of increase disproportionate to the rise in the number of hands employed. Of the accidents occurring during the year 32 were fatal, a decrease of 2 on the previous year's figure. Of the total killed 5 persons were involved in an explosion at an ice factory, and 11 died on the premises of the Burma Corporation at Namtu. The fencing of machinery was on the whole satisfactory. The departmental staff inspected 770 of the 858 working factories. Twenty-three persons were prosecuted during the year, an increase of ten; convictions were obtained on 37 charges under the Factories Act. During the year factories engaged in the manufacture of rubber from latex or coagulum were exempted, under conditions, from the operation of section 22 of the Indian Factories Act. The Act was extended by notification to match factories employing not less than ten persons. Provision was also made for allowing overtime in rice-mills, not exceeding thirty days in the year, to relieve the press of work due to urgent shipments.

Trade.

111. The total value of the sea-borne trade of the province in 1924-25, including treasure and Government stores, was Rs. 109'97 crores, an increase of nine crores over the value for the preceding year. **Maritime Trade : Total Value and Revenue.** The value of trade with foreign ports increased by nearly six and a half crores of rupees, while trade with Indian ports rose from Rs. 37'76 crores to Rs. 40'06 crores. Trade between provincial ports amounted to Rs. 4'99 crores, a slight increase on the previous year's figure, accounted for by increased shipments of treasure. The combined share of the eight minor ports of Burma represented 15'52 per cent. of the total trade of the Province, compared with 13'86 in the previous year. Akyab, Bassein, Moulmein and Mergui all contributed to this increase, which was mainly caused by the bumper rice crop. The total trade of the other four minor ports was negligible, amounting to a little over one per cent. of the whole trade of the Province. During the year the balance of foreign trade in favour of Burma reached the high figure of Rs. 21'92 crores ; while the balance of trade against India was Rs. 8'29 crores, the corresponding figures for the previous year being Rs. 21'01 crores and Rs. 6'29 crores. The total net revenue from customs duty amounted to Rs. 449'53 lakhs, compared with Rs. 413'47 lakhs in 1923-24, an appreciable increase, if the decrease of Rs. 18 lakhs due to the reduction in the salt duty be borne in mind.

112. The value of imports from foreign ports rose from Rs. 18'25 crores to Rs. 20'94 crores, and of imports from Indian ports from Rs. 15'33 crores to Rs. 15'51 crores. **Import Trade.** Compared with the previous year there was a rise in the value of all articles imported from foreign ports except coal, tobacco, oils, railway plant and rolling stock, and matches. The most valuable increases occurred in imports of cotton, silk and woollen goods, provisions, hardware and salt. The greatest decline in value was in railway plant and rolling stock which, from Rs. 52'54 lakhs, fell to Rs. 19'94 lakhs. Among imports from India there was a marked rise in the values of cotton and jute goods, grain and pulses, hardware, cutlery, and miscellaneous articles, while the value of oil and coal imports appreciably declined. The increased import of cotton and silk goods was mainly due to the recovery of the Japanese trade from the temporary set back caused by the great earthquake. Despite the fact that protective duties were brought into force during the year the foreign import trade in iron and steel showed an improvement, which is ascribed to the fact that high house rents and favourable prices of materials have enabled building schemes, long deferred, to be brought into operation. The removal in 1923 of the embargo on the export by sea of Bengal coal led to an overstocking, which was the cause of the decline in imports of coal during the year under review. The decline in the value of imports of oil is due solely to a decline in price. Actual imports by quantity increased very considerably. The increase in salt imports was a direct consequence of the reduction in salt duty.

113. The total value of exports, both to foreign and to Indian ports, increased by three and a half and two crores of rupees respectively. **Export Trade.** The only commodities which did not contribute to these increases were grain (excluding rice),

leather and jade stone. Rice was the main contributing element, and was responsible for approximately one and a half crores of the increase in value of exports to foreign ports, and a similar amount in the increase in value of exports to India. Exports of mineral oils by the combined foreign and coasting trades increased by 8 per cent in volume and 16 per cent. in value. Despite a heavy decline in the demand from China and Japan, paraffin-wax exports substantially increased, the United Kingdom taking almost three times the quantity supplied in 1923-24. The export of raw cotton increased by fifty per cent in quantity; a noticeable feature was the greatly increased percentage taken by Japan, amounting to two-thirds of the total export. Exports of wood and timber continued to increase. Exports of hides and skins showed a distinct increase for which Italy and Germany were mainly responsible, though India also contributed. There were also satisfactory increases in the exports of rubber and lead.

114. The maritime intra-provincial trade of the Province was mainly shared by the ports of Rangoon, Moulmein, Mergui, Tavoy and Akyab, the share of the remaining four ports being negligible. Its total value, apart from treasure and Government stores, fell from Rs. 4'27 crores to Rs. 4'09 crores.

115. The total value of trans-frontier trade with Western China and Siam increased from Rs. 328'98 lakhs to Rs. 341'38 lakhs, both imports and exports sharing in the increase. Disturbed conditions on the border adversely affected local Chinese produce, resulting in a considerable decline in imports of all kinds except raw silk and a decrease in their value by Rs. 8'87 lakhs. Raw silk was imported in much the same quantity as in the previous year, in spite of an appreciable rise in its price. Total exports increased in value by 15 per cent., Indian twist and yarn, raw cotton and European piece goods being mainly responsible. Imports from Northern Siam and exports to that country decreased by 12 and 1 per cent. respectively. The prevalence of cattle disease on the Burma side of the frontier reduced the number of cattle imported. A fall in prices was alone responsible for the decrease in the value of teak imported, the quantity being greater than in 1923-24. Imports of cigarettes fell from 263 to 60 maunds. Imports from Southern Siam increased by 33 per cent. while exports decreased by 15 per cent. compared with last year. The rise in value of imports was mainly due to increased importation of raw and manufactured silk. Imports of certain dutiable articles such as saccharine and cigarettes also increased up to December 1924, when, owing to the imposition of land customs duties, they ceased entirely.

116. The total value of the trade during the year with the unadministered Kachin country, the Shan States and Karenni increased in value by 13 per cent., imports alone being responsible. The value of exports declined slightly. Trade with the Kachin country is small and is diminishing owing to the deterioration of the mines on which it depends. Trade with the Northern Shan States appreciably increased, but almost entirely owing to increased production in the mines of the Burma Corporation, Limited. A noticeable feature was a considerable rise in the price of

pickled tea. Trade with the Southern Shan States showed an increase in value of 7 per cent, to which both imports and exports contributed. Railway material exported to this area declined in value by over thirteen lakhs. The general depression in the timber trade, and the prevalence of cattle disease in Karenni, caused a decline of 14 per cent in the total value of trade with that country.

Public Works.

117. In addition to the changes mentioned in paragraph 3 above, a number of minor administrative changes in the Public Works Department were made during the year. Among them, the Pa-an Subdivision was transferred from the Amherst to the Thatôn Division; the headquarters of the Mingaladon Cantonment Division were transferred from Rangoon to Mingaladon, and the work in the Division was redistributed; and the Dawbon Subdivision, Hanthawaddy Division, was abolished early in 1925. A temporary appointment of Additional Secretary and Chief Engineer was created for four months in December 1924. For the consideration of the design, materials and accommodation of public buildings, a Buildings Design Committee was constituted, with the Chief Engineer, Buildings and Roads, and six non-official gentlemen as members. Similarly, a Standing Buildings Committee, consisting of eight members elected by the non-official members of the Legislative Council, one member nominated by His Excellency the Governor, and three officials, under the chairmanship of the Hon'ble Minister for Public Works, was appointed to consider and advise on all building projects costing over Rs. 20,000. In the Irrigation Branch of the Department, the Divisions and Subdivisions of the Delta Circle were redistributed, and a new Dredger Division constituted, with headquarters at Rangoon, to supervise the working of the Government dredgers in Lower Burma. An independent Subdivision, designated the Kawliya (River) Training Scheme Subdivision under the Superintending Engineer, Delta Circle, was formed at the end of 1924, with headquarters at Rangoon. A small special Committee, consisting of one official and two members of the Legislative Council, was appointed in November 1924 to enquire into the causes, and to recommend measures for the prevention, of annual floods in Burma.

(i) Roads and Buildings.

118. The general policy regarding the communications of the Province continued to be controlled by the Communications Board constituted in 1923-24. The total length of metalled roads in the Province outside municipalities and notified areas was 1,694 miles, and the length of unmetalled roads in charge of the Public Works Department was 4,890 miles. Metalled and unmetalled roads maintained by local authorities totalled 233 and 1,669 miles respectively. The total expenditure on communications was Rs. 73'69 lakhs of which Rs. 41'39 lakhs were spent on original works and Rs. 32'30 lakhs on repairs. The expenditure on original works was incurred in improving existing communications by metalling the surface, after widening and raising embankments where necessary, and by replacing worn-out timber bridges by permanent structure and in the construction of steel-truss bridges over streams dividing important roads.

The principal items covered by this expenditure were the construction of the bridge over the Khabaung Choung on the Pegu-Toungoo Road (Rs. '61 lakh); improvements to the Kun Choung-Pyu and Pyu-Toungoo sections of this road (Rs. '89 lakh); the purchase of the Myitngè bridge from the Burma Railways Company (Rs. 3'58 lakhs); metalling and bridging ten miles of the Mandalay-Lashio Road (Rs. '66 lakh); improving the Myingyan-Natogyi Road, and metalling the Taungtha-Kyaukpadaung Road (Rs. 1'16 lakhs); widening and metalling Nyaunghla-Sadaung and Nyaunghla-Twington Road (Rs. '97 lakh); constructing Sabwet Choung Bridge on the Minbu-Kani Road (Rs. 1'37 lakhs); improvements to Twante-Kungyangon Road (Rs. 2'89 lakhs); construction of the Thatekwin-Thôngwa Road (Rs. 1'19 lakhs); improvements to Martaban-Sittang Road (Rs. 2'31 lakhs); improvements to Hlawga-Htaukkyan Road (Rs. '82 lakh), and improvements to Sadalin-Ledaunggan Road (Rs. '74 lakh).

119. The expenditure on Civil buildings during the period under review was Rs. 71'68 lakhs compared with Rs. 91'53 lakhs in 1923-24, and Rs. 96'23 lakhs in 1922-23. Of this expenditure, Rs. 57'30 lakhs were spent on original works, and the balance Rs. 14'38 lakhs on repairs. These figures represent amounts charged to central and provincial revenues and also those debitable to local funds or treated as "deposit works." Progress was continued on the various buildings started during the previous year. Most of the minor buildings of the Central Jail at Tharrawaddy were completed, also the operation and laboratory blocks of the Veterinary School, Insein. In Rangoon, three blocks of quarters of the General Hospital, with accommodation for 108 menials, were completed and occupied. Progress was made on the Mingaladon Cantonments, where 14 officers' quarters, started in the previous year, were completed, and work on a further 9 quarters was commenced. With the exception of a ten-ton screw pile jetty, all the works provided for in the project of extending and improving the Government Dockyard, Dawbon, were completed and handed over to the Marine Department. The Agricultural College was also completed, and brought into use during the year.

120. The total expenditure during the year under "Miscellaneous," which includes water supply and sewage schemes, was Rs. 4'66 lakhs, almost all of which was spent on original works. The most important work done during the year was in connection with the Mingaladon Cantonment project, where tube wells, an elevated storage tank, rising main and distribution mains were in progress. Besides this, several schemes for towns in the province, were prepared for water supply, sewage disposal and sanitation, and for bazaars.

(ii) *Railways and Tramways.*

121. The railways of the Province are worked by the Burma Railways Company, Limited. At the close of the official year 1924-25, the length of open line was 1748'62 miles; the new sections opened to traffic during the year covered 69'13 miles, namely:—Pyinmana-Taungdwingyi Railway, Lewe to Dalargyun 26'05 miles; Moulmein-Ye

Railway, Kalawthut to Lamaing 43·08 miles. Progress was made with the construction of 3·50 miles of the Mingaladon-Bauktaw railway, and with the Pegu-Kayan railway which was nearly completed at the end of the year. Sanction was accorded to extending the Pyinmana-Taungdwingyi railway as far as Kyaukpadaung, approximately 71 miles, and the Southern Shan States railway, 9 miles, from Heho, the present terminus to Tayaw; and to the construction of the Nyaunglebin-Madauk branch, 12½ miles. Survey was completed of the proposed Ye-Sinbyubin extension, and the Myingyan-Natogyi branch; and a beginning was made of the survey of a suggested line from Mergui to Prachuab in Siam. A visit to Burma by the Chief Commissioner of the Railway Board was made the occasion of a full discussion of the lines on which future railway construction in the Province should proceed. It was decided that the general objective should be the construction of 1,000 miles during the next five years. No further progress was made during the year with the proposals to connect Burma by railway with India and with China; and further consideration of the suggested railways to the Kalewa coalfields was also deferred.

122. No very serious accident occurred during the year. The worst **Accidents and Interruptions.** accident took place in September 1924 when a local mixed train was partly derailed owing, it is believed, to the removal of a pair of fish plates by unknown persons. The engine tender, one brake van, and four goods and ten coaching vehicles were derailed. One passenger was killed and twenty injured. In January 1925 a driver and two firemen were killed at Penwagon in a collision between a goods train and six ballast waggons, which had been left in the station line. The Assistant Station Master responsible was prosecuted and fined. Other minor accidents resulted in the death of one and more or less serious injuries to eighteen persons. Interruptions due to floods were less serious than in the previous year. The most important occurred on the Southern Shan States line, where, owing to a cloud-burst, heavy rain washed away the line between Hlaingdet and Yinmabin stations in November 1924. Considerable lengths of embankment were carried away, and small landslides were caused. Through traffic was not restored for 22 days. In August 1924 heavy floods on the Pyinmana-Taungdwingyi line washed away an embankment near Pyiwin station, the water rose 9 inches above the rail level, and transhipment was impossible for 24 hours. Through communication was restored after 4 days. On the same line, and during the same month, floods interrupted through traffic beyond Pyudwin station for 18 days, the approach to a bridge being washed away.

123. The number of passengers carried on the whole system rose from 34,521,531 in the previous year to 35,704,007. **Traffic and Finance.** Gross earnings rose from Rs. 414·23 lakhs to Rs. 430·00 lakhs, the net earnings being Rs. 176·69 lakhs, or Rs. 15·18 lakhs more than for the previous year. The capital outlay for the year was Rs. 105·74 lakhs, of which Rs. 1·33 lakhs were spent on the Pegu-Moulmein Railway; Rs. 3·38 lakhs on the Bauktaw-Tadagale branch; Rs. 11·80 lakhs on the Pyinmana-Taungdwingyi branch; Rs. 19·17 lakhs on the Moulmein-Ye branch; Rs. 3·64 lakhs on the Segyi-Yé-u branch; and Rs. 13·17 lakhs on the Pegu-Kayan branch. The main objects of expenditure, apart from construction of new lines,

were relaying 150 miles of line between Insein and Prome and 133 miles on the Lashio branch, doubling the main line, between Pyuntaza and Kyungon, remodelling the station yards at Mandalay, Pyinmana and Kemmendine, and extension of the offices and premises at Rangoon and Myitngè. The three Provincial railways acquired by the Central Government, namely the Alon-Saingbyin, the Pyinmana-Taungdwingyi and the Moulmein-Ye railways showed net earnings of Rs. 1.71 lakhs, of which more than half accrued from the last-named.

124. During the year the total number of passengers carried by the tramway service in Rangoon was 35,701,605, an increase of 1,468,478 over the previous year's figure, though the running mileage was computed at 2,259,519 against 2,348,061 in the previous year. The total receipts rose from Rs. 17.64 lakhs to Rs. 18.30 lakhs. No new sections were opened to traffic. In Mandalay the number of passengers carried by trams again decreased from 4,773,722 to 4,675,325, while the mileage run was not appreciably less at 464,124 miles. Traffic receipts fell by Rs. .07 lakh to Rs. 3.78 lakhs. The Mandalay-Madaya light railway continued to be worked by the Burma Railways Company on behalf of Government; its supersession by a metre-gauge line was formally sanctioned, and construction of the latter line was begun.

(iii) *Canals.*

125. The Twante Canal was maintained in good order throughout the year, at a cost of Rs. .18 lakh. The gross revenue receipts rose from Rs. 4.56 lakhs in 1923-24 to Rs. 4.61 lakhs. Navigation receipts alone amounted to Rs. 4.59 lakhs, an increase of Rs. .06 lakh over the previous year. The gross receipts of the Pegu-Sittang Canal were Rs. 2.23 lakhs compared with Rs. 2.05 lakhs in 1923-24, while the cost of maintenance for the year was Rs. 1.51 lakhs, against Rs. 1.27 lakhs in the previous year. The measures adopted in previous years to prevent the stoppage of traffic by water hyacinth were again successful. The dredger "Renfrew" was employed in deepening the shallows on this canal, which was completely deepened and widened for a length of $7\frac{1}{4}$ miles.

Irrigation.

126. The Irrigation works for which Capital Accounts were kept were the Mandalay, Shwebo, Ye-u, Mon and Man Canals, the Kinda Canal Project, the Zidaw Canal Project, the Kyatkon Tank, and the Panlaung River Improvement Scheme. The outfall channel from the Thapangaing nullah of the Mandalay Canal was completed during the year at a cost of Rs. .47 lakh. Capital outlay on the Shwebo Canal Project during the year amounted to Rs. .66 lakh, mainly on the construction of new offices, quarters for the Executive Engineer, and river training works. The project estimate of the Ye-u Canal was closed on the 31st March 1924, and Rs. .52 lakh were expended during the year on works still in progress when the project estimate was closed. No work of outstanding importance was carried out on the Mon Canals. Rs. .77 lakh were

spent in remodelling and constructing the Kalahaung Distributary of the Man Canal. The remodelling of the Pyaungbya Branch of the Kinda Canal was continued at a cost of Rs. 49 lakh. On the Zidaw Canal Rs. 31 lakh were spent in remodelling the Paleik Branch, and Rs. 1.34 lakhs and Rs. 0.1 lakh on preliminary work in connection with the Panlaung Improvement Scheme and the Kyatkon Tank Project respectively. A deficiency in the supply of the Mu River during the early part of the season necessitated the working of the Ye-u and Shwebo Canals in rotation up to August, after which there was a sufficient supply for both systems. The supplies of water for the other canals were adequate throughout the year. The area irrigated from the Mandalay Canal was 72,113 acres, a decrease of 279 acres as compared with that of the previous year. Despite a shortage of water during the early part of the season the results of the year were satisfactory. Partial remissions were granted over 995 acres. The area under irrigation from the Ye-u Canal decreased from 86,145 acres in the previous year to 80,001 acres owing to a shortage of water in the early part of the season. The area irrigated from the Mon Canals showed an increase of 138 acres. The total area irrigated by these four canals was 388,766 acres. Gross receipts amounted to Rs. 20.15 lakhs, and the working expenses to Rs. 9.33 lakhs, leaving a net revenue balance of Rs. 10.82 lakhs.

127. The area irrigated by works for which Capital Accounts are not kept showed an increase of 12,993 acres; Other Irrigation Works. although there was a decrease in the areas irrigated in the Mandalay, Shwebo and Kyaukse Districts. The decrease in the Mandalay District was due to the unfavourable rainfall, late floods in the Irrawaddy also adversely affecting the Shwetachaung Canal area. A decrease shown for the Shwebo District was due to deficient rainfall, and to the omission of the areas under Minor Tanks which are no longer maintained by Government. A decrease in the Kyaukse District was attributable to the Ngapyauung Weir on the Zawgyi River being under construction during the *Mayin* and *Kaukkyi* rice crop seasons.

CHAPTER V.

REVENUE AND FINANCE.

REFERENCES :—

- Report on the Maritime Trade and Customs Administration of Burma for the official year 1924-25.
- Annual Statement of the Sea-borne Trade and Navigation of Burma with Foreign Countries and Indian Ports for the official year 1924-25.
- Annual Statement of the Sea-borne Trade and Navigation of British India with the British Empire and Foreign Countries, Volume II.
- Report on the Administration of Salt Revenue in Burma during the year 1924-25.
- Report on the Excise Administration in Burma during the year 1924-25.
- Report on the Land Revenue Administration of Burma during the year ended the 30th June 1925.
- Note on the Administration of the Stamp Revenue in Burma during the year ended the 31st March 1925.
- Report on Forest Administration in Burma for the year ending the 31st March 1925.
- Administration Report of the Public Works Department, Burma (Irrigation Branch), for the year 1924-25.
- Review of the Reports on the working of District Councils in Burma for the year 1924-25.
- Report on the Municipal Administration of the City of Rangoon for the year 1924-25.
- Review of the Reports on the working of Municipal Committees in Burma (except Rangoon) during the year 1924-25.
- Administration Report of the Commissioners for the Port of Rangoon from the 1st April 1924 to the 31st March 1925.
- Fifth Annual Report on the working of the Rangoon Development Trust for the year 1924-25.
- Statistical Abstract for British India, Volumes II and IV.

Financial Relations between Central and Provincial Governments.

128. There was no change during the year in the financial relations between the Central and Provincial Governments, as described in paragraph 219 of the Report on the Administration of Burma for the year 1921-22. The principal central heads of revenue are customs, taxes on income, salt and opium, the remaining heads being provincial. As in previous years a contribution of Rs. 64 lakhs was required from the Government of Burma to the Central Government.

(a) Central Revenue and Finance.

129. Central revenue receipts rose from Rs. 8,10'32 lakhs in 1923-24 to Rs. 8,65'97 lakhs in 1924-25.

Total Central Figures. Expenditure during the same periods showed a slight increase from Rs. 1,35'31 lakhs to Rs. 1,35'99 lakhs. The considerable increase in receipts occurred mainly under the heads of "Customs" and "Income-tax," which more than counterbalanced a decrease in salt revenue. On the expenditure side there was a smaller payment of interest on ordinary debt, and for civil works and superannuation; this was not, however, large enough to balance enhanced expenditure on income-tax collection and ports and pilotage.

130. The gross receipts of customs duty rose from Rs. 5,19'78 lakhs in the previous year to Rs. 5,79'70 lakhs.

Customs. This increase, which would have been greater but for an extraordinary refund of Rs. 3'38 lakhs to the Burma Railways on account of goods imported in 1923-24, was due to the imposition of a protective duty in the steel and iron industry, and to larger imports of sugar, cotton and silk piece-goods, textile fabrics and yarn. Receipts from the export duty in rice also advanced. Less duty was realised from imported matches, owing to increased local manufacture, and from tobacco, owing to overland importations.

131. The total number of income-tax assesseees rose from 17,080 to 25,093, and the total net collections from

Taxes on Income. Rs. 1,02'68 lakhs, to Rs. 1,20'14 lakhs. The year (1923-24) on the incomes of which the income-tax was assessed was not a particularly prosperous one. The demand for super-tax in Rangoon rose from Rs. 50'48 lakhs to Rs. 54'65 lakhs, owing mainly to better assessment of Chettyars, and, under the head "Business", to the receipt by some assesseees of accumulated profits. There was no noteworthy refund during the year, the total amount refunded being under half a lakh. The number of super-tax assesseees in the Province increased from 171 to 318, and the net collections for the Province from Rs. 46'29 lakhs to Rs. 57'28 lakhs.

The system of distributing the work of general assessment among the officers in Rangoon was revised. From the beginning of the year 1924-25 five territorial Circles were formed, one of which included all Chettyars and Chettyar agents in the town, and two Income-tax Officers were posted to each Circle. The Officer in charge of each Circle was made responsible for the whole of the general assessment work in his Circle. Outside Rangoon at the beginning of the year 1924-25 the only district administered directly by the Central Income-tax Department was Amherst, which had been taken over in December 1923. In the first few months of the year, ten more districts—Mandalay, Insein, Bassein, Myaungmya, Pegu, Tharrawaddy, Hanthawaddy, Prome, Toungoo and Pyapôn—were taken over, bringing to 11 the total number of districts, outside Rangoon, directly administered. In Upper Burma, where outside Mandalay town the enforcement of the Act had been confined to the assessment of salary-earners, the Act was fully enforced for the first time, the Deputy Commissioner, or in some cases his Headquarters Assistant, being appointed Assistant Commissioner, and Subdivisional Officers being appointed Income-tax Officers. For the

areas included in the Yenangyaung and Singu Oil-Fields the Warden of the Oil-Fields was appointed Income-tax Officer. This extension of the operations of the central department, and an all-round improvement in the work of assessment outweighed the effect of an indifferent commercial situation. The campaign against the payment of capitation-tax during the year of assessment was not directed against, and did not affect, payment of income-tax.

The total number of assessees and the total net collections of income-tax for the four years ending with 1924-25 were :—

	Assessees.	Collections.
		Rs.
1921-22	16,507	1,10,17,790
1922-23	16,385	1,03,15,371
1923-24	17,080	1,02,68,055
1924-25	25,093	1,20,12,643

The increases during the past year are reported to be due in the main to better assessment. The net expenditure in connection with the collection of income-tax in Rangoon Town District rose from Rs. 2'02 lakhs during the previous year to Rs. 2'62 lakhs during the year under review. In 1924-25 the amount payable from Central Revenues to the Local Government was Rs. 1'36 lakhs, the decrease of over Rs. 45,000 from the previous year's figure being attributable mainly to the taking over during 1923-24 of the Amherst District. A further decrease is to be anticipated, since many more districts have been taken over by the Central Income-tax Department.

132. The salt revenue is derived from customs duty on imports of

Salt—General. foreign salt and from excise duty on local manufactures; in each case the rate of duty

was Rs. 1-4-0 per maund, the import duty having been reduced from 2-8-0 in March 1924. As a result of this reduction, imports of foreign salt rose from 2,260,453 maunds to 2,754,062 maunds, the bulk of the increased supply being divided between Germany, Spain and the Near East. The average wholesale price of foreign salt fell from Rs. 4-7-4 to Rs. 3-14-1 per maund, and the average retail price by a similar amount. As a result of the greater quantity and lower cost of foreign supplies the output of salt manufactured in Burma fell from 702,462 maunds in 1923-24 to 609,518 maunds. The local salt industry was closely pressed by foreign competition, and was further handicapped by a conservative attitude towards improved methods of manufacture, and in some localities also by difficulties in fuel supply. The duty realised from foreign salt fell by Rs. 17'86 lakhs to Rs. 26'88 lakhs, on account of the reduction in the rate of duty. Receipts from Burma-made salt fell similarly from Rs. 16'61 lakhs to Rs. 7'62 lakhs. The total cost of the Salt Revenue establishment was practically stationary at Rs. 89,192. A contribution of Rs. 1,50,031 was made by the Government of India to Provincial Funds in return for the work done by the Provincial establishments in the administration of salt revenue.

133. The consumption of salt from all sources was estimated at

Consumption of Salt. 2'829 million maunds, an increase of 8'62 per cent. over the previous year's total. Burma salt accounted for 23'13 per cent. of the total consumed, a further decline from the 24'02 per cent. of 1923-24 and 34'07 per cent. of

1922-23. The average consumption per head of population over the whole Province, including the Shan States, was 17·62 pounds, a decrease of 75 lb. per head. The average retail price was Rs. 4-14-9 per maund or 11 pies per pound.

134. Under the central head "Opium" there is no expenditure, and the receipts include only the payments made by the Provincial to the Central Government for the purchase of opium. The cost price of Bengal opium payable to the Government of India remained at Rs. 30 per seer during the year, and the central revenue receipts fell from Rs. 9·19 lakhs to Rs. 8·57 lakhs owing to restriction in opium issues.

(b) Provincial Revenue and Finance.

135. The total provincial revenue, as shown in the accounts for 1924-25, amounted to Rs. 10,23·39 lakhs, an increase of Rs. 1,38·82 lakhs. The main increase occurred in land revenue receipts, which, owing to collections of arrears and to a good agricultural season rose by Rs. 99·84 lakhs; for similar reasons receipts under the head "Irrigation" advanced by Rs. 3·10 lakhs. An increase of Rs. 5·51 lakhs in revenue from taxes on income was due to the amount brought under assessment being more than in 1923-24 in consequence of the extension of the Income-Tax Act to Upper Burma. Other causes of the enhanced receipts were larger repayment of loans to cultivators, and interest on loans to municipalities. Excise revenue decreased by Rs. 3·26 lakhs owing to smaller prices for the sale of liquor shop licenses, and restricted issues of opium. Provincial expenditure for the year rose by Rs. 98·98 lakhs to Rs. 10,47·92 lakhs, the main channel of enhanced payments being commission on land revenue collection, commensurate with the higher revenue. Expenditure on education rose by Rs. 5·55 lakhs to Rs. 79·07 lakhs, owing mainly to increased grants to the Rangoon University and to schools and colleges. On the other hand, there were decreases of Rs. 20·66 lakhs in the amount spent on Civil Works, of Rs. 4·72 lakhs on Forest expenditure, and of Rs. 9·92 lakhs on Police, the last owing to restriction in recruitment of military police. Provincial Railways were taken over by the Railway Board from the 1st April 1924, and there was therefore no expenditure under that head during the year under review.

136. For the agricultural year, ending on the 30th June 1925, provincial receipts of land revenue, excluding the share of land revenue credited to the head of irrigation, but including collections of capitation-tax, *thathameda*-tax, fishery revenue, and miscellaneous land revenue, amounted to Rs. 5,28·44 lakhs, or 42 lakhs more than in the previous year. Collections of land revenue proper rose from Rs. 2,90·13 lakhs to Rs. 3,37·96 lakhs.

Collections of capitation-tax in Lower Burma remained steady at Rs. 56·60 lakhs, though the number of assesseees increased by over 6,000; remissions were again numerous, involving Rs. 2·92 lakhs,

against Rs. 2'23 lakhs in the previous year. The corresponding household tax in Upper Burma produced Rs. 42'15 lakhs, or Rs. '44 lakh more than in the previous year, the number of assessed households having risen by 15,333 to 939,527; remissions of this tax Rs. 71,244 were larger than in the previous year. Fishery revenue again fell by over half a lakh to Rs. 46'51 lakhs, mainly owing to a poor fishing season and to the restriction, in the interests of rice cultivators, of the use of fixed implements in certain areas. Pearl fisheries further declined, and the license fees therefrom fell by Rs. 2,800 to Rs. 11,600.

The year's collection of miscellaneous land revenue fell from Rs. 49'62 lakhs to Rs. 43'97 lakhs, the most notable decrease being a fall of Rs. 5'65 lakhs in fees and royalties on petroleum, owing to decreased production and the fact that last year's figures included an abnormal payment of Rs. 1'25 lakhs on account of dead rent, the payment of which had been delayed. Rents and royalties on other minerals rose by '61 lakh to Rs. 2'51 lakhs. A revival of the tin industry in the Mergui District accounted for over half a lakh of the increase.

137. Excise receipts for the financial year ending on the 31st March 1925 amounted to Rs. 1,15'34 lakhs, or Rs. 3'73 lakhs less than in the previous year; while expenditure rose from Rs. 17'17 lakhs to Rs. 17'43 lakhs. The greater part of the reduction of revenue was due to decreased sales of country spirits, and a large reduction in opium issues. Revision of the pay of the district excise establishments and the creation of a Government Salt factory in the Kyaukpyu District are mainly responsible for the increased expenditure.

138. The total provincial revenue from opium dropped during the year from Rs. 39'42 lakhs to Rs. 36'82 lakhs. The total quantity of opium, whether Bengal opium or confiscated contraband, which was issued during the year to opium shops fell from 30,874 seers to 29,522 seers, the decrease occurring in practically all districts of the Province. The new system of registration of smokers and the closing of the register were responsible for the reduced consumption of licit opium. Sale proceeds of confiscated opium amounted to Rs. 1'29 lakhs, the total quantity confiscated being 3,436 seers, or 81 seers in excess of last year.

Smuggling of opium from China and the Shan States continued on the former extensive lines; but a new feature was discovered at Rangoon in the carriage by Chinese ships of Chinese prepared opium in small sealed tins. The experiment in the Myaungmya District, commenced in a previous year, by which Burmans in unhealthy localities, who are habitual consumers, were permitted to register and to obtain small prophylactic doses of opium, was continued during the year, and its results further observed. Prices of contraband opium varied from Rs. 8 to Rs. 17 for three tolas; wholesale prices ranged between Rs. 20 per seer on the Chinese frontier to Rs. 200 in Rangoon. For licit opium wholesale prices charged to licensees varied, with the locality of the shop, between Rs. 35 and Rs. 167-12-0 per seer of 80 tolas; while the retail price charged to registered consumers was Rs. 2-2-0 per tola in all but six districts, the lowest being Re. 1 in the Myitkyina District. With reduced sales, the profits of licensees fell from Rs. 1'69 lakhs to Rs. 1'40 lakhs. The number of opium shops remained the same as in the previous year.

139. The revenue obtained during 1924-25 from alcoholic liquors fell by Rs. '81 lakh to Rs. 76'97 lakhs. The

Excise—Liquors.

duty collected on wines and foreign spirits rose slightly, but receipts from country spirits showed a marked decrease from Rs. 16'41 lakhs to Rs. 13'77 lakhs, which was not covered by a rise of Rs. 1'84 lakhs in receipts from country fermented liquors. There was a slight increase in the value of imported liquors, the main variations being increased imports of ales (Rs. 1'35 lakhs) and brandy (Rs. '67 lakh), and a falling off in the values of imported whisky by Rs. 2'28 lakhs. The Mandalay Brewery issued 135,448 gallons of beer during the year, an increase of 7,545 gallons, the demand for Burma beer being apparently on the increase. The issues of Burma-made "foreign" spirit (whisky, rum, etc.) fell by over 1,000 gallons; the high rate of duty favoured competition by imported foreign spirit. Country spirit shops licensed for the sale of distillery spirits were increased by three during the year, when the total rose to 178, the issues from the two contract distilleries to these shops, reckoned in London proof gallons being 109,122 gallons, a fall of 23,323 gallons from the figure of the previous year, with an equivalent fall in the total duty from Rs. 8'72 lakhs to Rs. 7'23 lakhs. License fees from country spirit shops fell from Rs. 7'62 lakhs to Rs. 6'29 lakhs. There were indications that the high prices previously paid for these shops were based on an assumption that legitimate profits could be enhanced by fraud, with the result that the exposure of one or two licensees led to impaired confidence and lower prices. In this connexion wholesale frauds were discovered in Mandalay where Chinese dealers had been doctoring country spirit and selling it as foreign whisky, etc. Licenses for the vend of fermented *tari* fell by 15 to 496, and the total license fees by Rs. 1'31 lakhs to Rs. 9'98 lakhs. The causes of the decrease appear to have been accidental and impermanent. On the other hand, the license fees for fermented liquors other than *tari* rose from Rs. 37'98 lakhs to Rs. 41'17 lakhs, mainly owing to keen competition between rival Chinese bidders in Rangoon. Denatured spirit used in the Province consisted almost entirely of Java rum denatured in bond; no attempts appear to have been made to render this form of liquor potable. In all more than 67,000 gallons were imported.

140. The consumption of *ganja* was confined, as before, to Indians.

**Ganja, Cocaine and
Morphia.**

Seizures of hemp contraband showed a further large increase from 142,287 tolas to 198,246 tolas, the greater part being apparently on its way to Rangoon from the Shan States. The Madras Presidency sends a considerable quantity of the hemp drug to Rangoon as a constituent of an Indian medical conserve known as *Majum*. There was a marked increase in cocaine smuggling, the amount seized rising from 113,328 grains to the formidable figure of 705,792 grains, of which a very large proportion was captured in Rangoon. The importers were chiefly Japanese. The large profits accruing from this contraband trade offered great inducement to its dealers to propagate the cocaine habit, which appears to be on the increase in several parts of the Province. Seizures of morphia also rose from 5,740 to 32,706 grains; but the increase was accounted for by a single seizure of 27,125 grains in Rangoon.

141. The total provincial receipts under the Stamp and the Court Fees Acts increased by 7 per cent. to the record figure of Rs 65'53 lakhs. The Government of India raised from Rs. 2 lakhs to Rs. 4'14 lakhs their assignment to the Local Government on account of unified stamps. Expenditure showed little variation from the previous year, and the total charges amounted to 6 per cent. of the total receipts. Increased litigation appears to have been responsible for the increased sale of judicial stamps, except in Rangoon, which showed a decrease. On the other hand, receipts for non-judicial stamps in Rangoon advanced, notably in the case of impressed stamps. The main cause of these variations was a greater activity in land transfers, though it is not clear why this should have occurred in a prosperous agricultural year. There were 20 prosecutions for offences against Stamp law; while the revenue authorities dealt with 463 cases of insufficiently stamped documents. The number of licensed stamp vendors was reduced from 1,603 to 1,428, and their discount on sales rose to Rs. 93,453.

142. The revenue during the year amounted to Rs. 181'85 lakhs, against Rs. 178'30 lakhs; and the expenditure to Rs. 92'44 lakhs against 99'74 lakhs in the previous year. The net surplus was Rs. 89'41 lakhs, against Rs. 78'56 lakhs in 1923-24. The increase in revenue was due to a rise in the value of timber sold by the Utilization Circle. The fall in expenditure was due to decreased extraction, and to economies effected in the Utilization Circle.

143. The gross revenue receipts from Irrigation works of all kinds amounted to Rs. 33'62 lakhs, and working expenses to Rs. 19'47 lakhs, giving a net revenue of Rs. 14'15 lakhs against Rs. 16'85 lakhs in the previous year. Revenue receipts from the Twante Canal were Rs. 4'61 lakhs, and working expenses Rs. 1'51 lakhs; a net revenue of Rs. 3'10 lakhs. The Pegu-Sittang Canal showed a loss of Rs. 2'20 lakhs with a revenue of Rs. 2'23 lakhs. The gross revenue from embankment and drainage works amounted to Rs. 15'98 lakhs, the working expenses to Rs. 12'21 lakhs, and the net revenue to Rs. 3'77 lakhs.

(c) Local Funds.

144. The rural funds are known as district funds where they are controlled by district councils, and as Deputy Commissioners' local funds in the few districts which have no district councils. Backward parts of certain other districts which have a district council, are also administered by Deputy Commissioners' local funds, being excluded from the operation of the Rural Self-Government Act. There was no change in the number of district funds and Deputy Commissioners' local funds during 1924-25; nor indeed is there likely to be any change until some of the Deputy Commissioners' local funds are converted into district funds in the seven districts which have no district councils, or are merged in the district funds already existing in the other districts, by

extension of the Burma Rural Self-Government Act to excluded areas. Little progress was made in establishing circle board funds under section 37 of the Act. District school funds have been created by each of the 28 district councils. These district school funds are managed by district school boards, or by joint school boards in the case of the six districts in which the district council has combined with the municipalities in the district to form a joint school board. A few hospitals in non-municipal towns or villages remained during the year without a separate hospital fund, the expenditure continuing to be met directly from the district fund; the rural hospitals in the territories of Deputy Commissioners' local funds have no separate funds created for them. The circle funds, district school funds and rural hospital funds derive their income mainly from the district funds. The sources of income of district funds and Deputy Commissioners' local funds remain the same as in 1923-24. Local rates, or a tax on circumstances and property, have not yet been introduced in any district. An important anomaly continued to demand attention, namely that cess on land revenue is levied in Lower Burma but not in Upper Burma. Including this cess, the local funds in Lower Burma raise nearly six times as much local revenue as the local funds in Upper Burma, though the population in the territories of the Lower Burma funds is only 50 *per cent.* greater. The question of the assignment to the local funds of rents and *premia* derived from leases of town lands was still under consideration. There were exceptional delays in the crediting of cess to the Lower Burma funds. The cess is collected together with the land revenue by Government officers and village headmen, but the duty of calculating the payments to be made, and making the credits, was transferred at the end of 1924 from the district treasuries to the district revenue offices, and the delay appeared to be due to inexperience and misunderstanding in connection with this transfer. The cess receipts, which were over Rs. 20½ lakhs in 1923-24, fell, according to the accounts received, to about Rs. 12 lakhs in 1924-25, though the latter was a more generally prosperous agricultural season in which the cess should have been larger than in the previous year. Receipts from slaughter-houses continued to be depressed in consequence of the religious preaching of a celebrated Buddhist monk against the eating of beef. Pawnshop licenses continued to be auctioned, yielding considerable sums to the local authorities in the richer districts. The auction of ferries in some districts continued to be held by the district Government officers, although ferries have been transferred to the management of district councils. The accounts of the district councils continued to be inefficiently kept in many cases, and some of the errors and discrepancies found by the Local Fund Audit Department in the accounts of 1923-24 have not yet been settled. The accounts as submitted by the district councils with their annual reports show total receipts, excluding opening balances, at Rs. 48·6 lakhs, a decrease of Rs. 7 lakhs compared with 1923-24. The decrease is fully accounted for by the smaller cess receipts abovementioned. There was not a corresponding reduction in the annual payments of the district funds, and the closing balances at the end of the year consequently showed a considerable decrease. The receipts of the Deputy Commissioners' local funds, excluding opening balances, were Rs. 7·78 lakhs. The payments were about the same amount, Rs. 7·85 lakhs, and the closing balances only slightly reduced to Rs. 3·74 lakhs. The greater part of the cess is collected in February and March, and

consequently it is the practice of the funds in Lower Burma to show large closing balances at the end of the financial year—the 31st March. When, as in the year under review, either through late land revenue collections, or from other causes, the crediting of the cess is delayed beyond the 31st March, the calculations for budget estimates are upset.

The transfer of the Government rural hospitals and vaccination staffs to the new local funds in Upper Burma was postponed until the 1st of April 1924. These are therefore new objects of expenditure in the accounts of the Upper Burma funds in the year 1924-25. There was considerable increase of expenditure on vernacular education, and there appears to have been some increase in expenditure on public health and medical objects. Public works, however, and particularly communications have been seriously neglected by many of the new local authorities during the past two years. The practice of taking loans for large capital expenditure has not yet been established.

145. The net ordinary income of the Rangoon Corporation, excluding extraordinary and loan accounts, Rangoon Municipal Fund. was Rs. 73'87 lakhs, or Rs. 4'78 lakhs more than in the previous year. The bulk of this increase took the form of enhanced receipts from private markets and from the new Yegyaw market; increased pawnshop fees; larger payments for water for non-domestic purposes; and an increase of Rs. 1'22 lakhs in interest on investments. Rates and taxes provided a further increase of Rs. 1'13 lakhs. The total demand for taxes during the year was Rs. 50'45 lakhs, remissions aggregated Rs. 1'24 lakhs or 2'35 per cent., and collections Rs. 49'19 lakhs or 92'96 per cent. It was decided during the year that the Corporation was entitled to receive all municipal taxes on buildings used as English and Vernacular Schools, with the result that Rs. 38,294 were paid during the year as arrears. There was a balance of Rs. 2'48 lakhs of outstanding taxes at the end of the year, collection in several circles having proved unsatisfactory. One ward headman was found to have embezzled Rs. 66,594 of his tax collections, by means of forged bills, and only Rs. 12,626 of that amount was recovered. The annual assessable value of buildings in the city was reduced by Rs. 7'58 lakhs in consequence of the decisions, based on a ruling of the High Court, to allow a reduction of 10 per cent. on all properties let out in two or more separate parts; but this reduction was more than counterbalanced by revision of assessments in the Lanmadaw and Taroktan circles, which resulted in the addition of Rs. 25'07 lakhs to the assessable values of these circles. New buildings assessed during the year raised the total assessable value by Rs. 13'53 lakhs. The total annual assessable value of all properties in the city was Rs. 246'95 lakhs. The total expenditure, excluding extraordinary and loan accounts, was Rs. 78'01 lakhs, or Rs. 9'89 lakhs in excess of the previous year, leaving the ordinary revenue account with a closing balance of Rs. 2'63 lakhs at the end of the year. The main channels of expenditure from ordinary revenue were:—roads and buildings Rs. 13'34 lakhs, water supply Rs. 8'10 lakhs, drainage Rs. 3'27 lakhs and street lighting Rs. 2'22 lakhs. The loan account of the Corporation showed a debt of Rs. 1,60'01 lakhs at the close of the year. An annual instalment of Rs. 57,500 was paid during the year, from revenue, towards a loan of Rs. 230 lakhs borrowed in 1887. The loan charges during the year amounted to Rs. 12'71 lakhs, of which Rs. 7'49 lakhs went toward interest, Rs. 4'54 lakhs to the sinking funds, and Rs. '10 lakh to

management charges. The total face value of securities in the sinking funds at the close of the year was Rs. 58'29 lakhs. At the beginning of the year the unexpended balance of loans in hand amounted to Rs. 24'76 lakhs, of which Rs. 16'76 lakhs were spent during the year, the main items of this loan expenditure being Rs. 8'38 lakhs on the high level reservoir at Kokine, and Rs. 4'61 lakhs on roads and buildings.

146. Apart from opening balances which amounted to Rs. 23'28 lakhs and debt accounts totalling Rs. 2'62 lakhs, the Other Municipal Funds. total income of municipalities other than Rangoon was Rs. 68'93 lakhs, against Rs. 60'14 lakhs in the previous year. Receipts from municipal taxes again rose by Rs. 4'88 lakhs to Rs. 30'03 lakhs; while markets, slaughter-houses and pawnshops provided an aggregate income of Rs. 26'41 lakhs, against Rs. 24'71 lakhs in the previous year. Motor vehicle licenses produced Rs. '34 lakh against Rs. '25 lakh in the previous year, and a corresponding but smaller decrease from Rs. '43 lakh to Rs. '41 lakh occurred in receipts from hackney carriages. On the other hand, hackney cart license receipts rose from Rs. '63 to Rs. '80 lakh. Grants and contributions rose by Rs. 1'35 lakhs to Rs. 4'65 lakhs, the grants by Government for educational purposes declined from Rs. 1'11 lakhs to Rs. '96 lakh, but there was an increase of Rs. '53 lakh in Government grants for medical purposes. No loans were raised by municipalities whether from Government or in the open market. Fines received under the Municipal Act increased from Rs. '52 lakh to Rs. '60 lakh. Incidence of taxation per head of population rose slightly from Rs. 3-1-11 to Rs. 3-11-1. Arrears of outstanding taxes were again considerable; in Mandalay such arrears amounted to Rs. 1'34 lakhs or 16'16 per cent. of the total demand, while only 8 of the 57 municipalities collected over 99 per cent. of the total demand.

Ordinary expenditure rose during the year from Rs. 62'33 lakhs to Rs. 64'78 lakhs. The cost of lighting rose again from Rs. 4'49 lakhs to Rs. 4'90 lakhs, electric lighting being installed at Thônzè, Yandoon, Danubyu, Thatôn, Myanaung, Pyu, Myingyan and Mergui. A slightly increased expenditure was incurred on "public safety", Rs. 6'03 lakhs, mainly owing to increased purchase of fire fighting appliances, and on public instruction, Rs. 4'98 lakhs. In the latter connection the transfer of vernacular education from divisional school boards to local bodies resulted in an increase of the contribution from Rs. 2'91 lakhs to Rs. 3'12 lakhs. Capital expenditure on water supplies rose from Rs. '24 lakh to Rs. '28 lakh. The working of the hospital finance scheme mentioned in last year's report reduced expenditure on hospitals from Rs. 5'92 lakhs to Rs. 1'34 lakhs but against this there was an increase of Rs. 1'38 lakh in contributions, including contributions to hospital funds. Miscellaneous expenditure advanced from Rs. 1'56 to Rs. 4'16 lakhs, mainly owing to increased payments of interest in Mandalay.

Notified areas, decreased in number to 15, had an income for the year excluding opening balances, of Rs. 4'52 lakhs, against Rs. 4'33 lakhs in the previous year. Receipts from taxation rose from Rs. 1'47 lakhs to Rs. 1'51 lakhs. The incidence of taxation per head of population rose from Rs. 2-2-5 to Rs. 2-7-0. Ordinary expenditure fell from Rs. 3'97 lakhs to Rs. 3'73 lakhs, and extraordinary from Rs. '13 lakh to Rs. '18 lakh. Municipal school funds in Lower Burma (Akyab, Bassein, Ngathainggyaung, Myaungmya, Wakema, Ma-ubin, Yandoon and

Danubyu) showed receipts of Rs. '740 lakh during the year, excluding opening balances, and expenditure of Rs. '734 lakh, the closing balance at the end of the year being Rs. 6,927. The only school fund in Upper Burma is that of Mandalay, of which the income for the year was Rs. '53 lakh and expenditure Rs. '51 lakh, leaving a closing balance of Rs. 1,673.

147. The operations of the Rangoon Development Trust comprise two financially independent administrations, one concerned with the Government Estate and the other with the general development of the city. On the Government Estate side, the gross revenues collected, which consist mainly of rents and premia on the issue of leases, rose from Rs. 13'19 lakhs to Rs. 14'00 lakhs. Rents advanced from Rs. 10'65 lakhs to Rs. 12'08 lakhs owing to an increase in the number of sites occupied and to the cessation of temporary remissions which it was formerly found necessary to grant for varying periods to encourage movements of the population. Premia, on the other hand, fell from Rs. 1'89 lakhs to Rs. 1'24 lakhs, the demand for expensive sites being less insistent. An experiment with fixed premia proving unsuccessful, the system of public auction was resumed. Administrative expenditure in the Government Estate showed a further advance of Rs. '46 lakh to Rs. 8'28 lakhs. Reorganisation of the superior staff led to the appointment of a Deputy Chairman and Secretary-Chief Accountant, which accounts for a large portion of the increase under General Administration charges from Rs. 1'43 lakhs to Rs. 1'88 lakhs. Loan charges, which include interest and contribution to sinking fund of pre-Trust loans, as well as interest on the loan of 8 lakhs taken from Government since the inception of the Trust, amounted to Rs. 4'55 lakhs, a decrease of Rs. '07 lakh, resulting in a further decrease in the loan outstandings, which at the close of the year had been reduced to Rs. 29'73 lakhs. [The completion of the new Trust Office raised "Miscellaneous" charges from Rs. '20 lakh to Rs. '27 lakh. The net revenue transferred to capital account, was Rs. 5'73 lakhs. Expenditure on capital account included Rs. 3'35 lakhs on reclamation, Rs. 1'56 lakhs on interior communications, Rs. '34 lakh on water supply, Rs. 1'29 lakhs on sewage works and Rs. 3'53 lakhs on buildings.] It is estimated that the alteration in rental policy, to which reference is made in paragraph 25 above, is reducing the rental revenue of the Government Estate by Rs. 1½ lakhs annually. The income of the Trust on the general side is derived mainly from a special duty on transfers of land, a terminal tax on passengers leaving Rangoon by sea, and a fixed contribution of one lakh from the Rangoon Corporation. The transfer duty rose during the year from Rs. 2'27 lakhs to Rs. 2'38 lakhs, and the terminal tax from Rs. 4'09 lakhs to Rs. 4'33 lakhs. The total revenue receipts were Rs. 7'96 lakhs, or Rs. '35 lakh more than in the previous year. Administration charges amounted to Rs. 3'86 lakhs, which is Rs. 1'43 lakhs greater than in 1923-24. The broader activities of the Trust necessitated an increase in establishment, which swelled the general administration expenditure by Rs. '22 lakh; while the taking from Government during the year of an additional loan of Rs. 12 lakhs raised loan charges in 1924-25 by Rs. 1'18 lakhs to Rs. 2'16 lakhs. The amount available for transfer to capital account consequently fell from Rs. 5'17 lakhs in the previous year to Rs. 4'10 lakhs. The total amount of

loans for which the Trust is liable amounted at the end of the year to Rs. 42 lakhs. The land values of the Trust property are estimated to be worth Rs. 33 lakhs at the present time. Exclusive of engineering overhead charges, the amount actually spent on general development during the year was Rs. 10·23 lakhs, including Rs. 1·45 lakhs on reclamation, Rs. 6·20 lakhs on main communications, Rs. 1·99 lakhs on main drainage and Rs. ·55 lakh on sewage equipment.

148. The ordinary receipts of the Port Trust during the year amounted to Rs. 78·07 lakhs and expenditure to Rs. 73·08 lakhs, including Rs. 2·75 lakhs transferred to reserve. Compared with last year's returns receipts showed an increase of Rs. 4·72 lakhs, due to a greater volume of traffic, and expenditure an advance of Rs. 3·74 lakhs, the chief items of which were higher payments for salaries and repairs, and stamp duty, Rs. 35,000, on the loan of Rs. 35 lakhs which was raised from the public during the year. Including this loan, the receipts of the capital account amounted during the year to Rs. 41·85 lakhs, and payments to Rs. 14·86 lakhs, the most important channels of expenditure being reclamation (Rs. 9·45 lakhs), reconstruction of stores (Rs. 1·52 lakhs) and construction of houses for the staff and menials (Rs. 1·31 lakhs). The total liabilities of the Fund in respect of loans stood, at the close of the year, at Rs. 3,89·88 lakhs, while the amount standing at the credit of the sinking funds was Rs. 1,26·22 lakhs, and the balance of the reserve funds was Rs. 65·14 lakhs, or Rs. 5·27 lakhs more than in the previous year.

149. The seven cantonment funds received Rs. 2·42 lakhs and spent Rs. 1·98 lakhs, against Rs. 2·18 lakhs and Rs. 1·92 lakhs in the previous year. Their aggregate opening and closing balances during the year were respectively Rs. ·70 lakh and Rs. 1·14 lakhs, compared with Rs. ·44 lakh and Rs. ·70 lakh in 1923-24. All the funds showed a credit balance at the end of the year, though in the case of Meiktila the balance had fallen from Rs. 920 to Rs. 64. Port Funds, excluding the Rangoon Port Trust Fund, were maintained at Bassein, Moulmein, Mergui, Akyab, Tavoy and Kyaukpyu. There was an increase in the receipts of all port funds, except Tavoy and Kyaukpyu, and a decrease in expenditure except for Moulmein and Mergui. The total receipts were Rs. 8·44 lakhs, against Rs. 9·23 lakhs in 1923-24, while expenditure for the two periods was Rs. 8·45 lakhs and Rs. 8·71 lakhs.

The ordinary receipts and expenditure during the year of the Rangoon Pilot Fund were Rs. 7·60 lakhs and Rs. 6·58 lakhs, against Rs. 7·14 lakhs and Rs. 7·07 lakhs in the previous year. The pilot vessels depreciation fund, which is the reserve fund of the Pilot Fund, held, at the end of the year securities of the face value of Rs. 2·92 lakhs, and Rs. 29,092 in cash or fixed deposits. The total receipts of the three other pilot funds, maintained at Akyab, Moulmein and Bassein, were Rs. 2·70 lakhs, or Rs. ·28 lakh more than in the previous year, and expenditure Rs. 2·45 lakhs or Rs. 6,714 less than in 1923-24. The aggregate closing balance of the funds showed an increase of Rs. ·26 lakh over the previous year.

The University of Rangoon fund started the year with a balance of Rs. 7·04 lakhs, including Rs. 6·20 lakhs on fixed deposit. The year's receipts amounted to Rs. 6·77 lakhs, or Rs. 1·68 lakhs in excess of the

previous year, and its expenditure to Rs. 6'18 lakhs, or Rs. 3'62 lakhs more than in 1923-24. Expenditure was swelled by the purchase during the year of 5 per cent. Government of India loan bonds to the extent of Rs. 1'39 lakhs. At the close of the year the fund, with a closing balance of Rs. 7'63 lakhs, held fixed deposits of Rs. 7'25 lakhs and war-bonds of the face value of Rs. 1'40 lakhs.

Paper Currency.

150. The average total active circulation of currency notes in 1924-25 was Rs. 30,22'73 lakhs, against Rs. 25,72'72 lakhs in 1923-24. The circulation has, in fact, showed a continuous increase since the year 1917-18. The increase during the year under review, apart from the growing popularity of paper money in general, was mainly due to the greater part taken by currency notes in financing the cotton and rice trades. The waning popularity of notes of one rupee and two and a half rupees in value led to the discontinuance of their issue from the middle of September 1924. Of other values, notes of Rs. 5 to Rs. 100 supplied 91'48 per cent. of the total value of paper currency. The most popular denomination was the ten rupee note, which constituted 57'60 per cent. in value of the total circulation, an increase of 13'93 per cent. over the figure of the previous year.

CHAPTER VI.

VITAL STATISTICS AND MEDICAL SERVICES.

REFERENCES—

- Report on the Public Health Administration of Burma for the year 1924.
 Notes and Statistics on Hospitals and Dispensaries in Burma for the year 1924.
 Annual Report on the Working of the Burma Government Medical School, Rangoon, for the year 1924-25.
 Report on the Working of the Burma Pasteur Institute and Bacteriological Laboratory, Rangoon, for the year 1924-25.
 Note on the Lunatic Asylums in Burma for the year 1924.
 Notes and Statistics on Vaccination in Burma for the year 1924-25.
 Statistical Abstract for British India, Volume III.

Births and Deaths.

151. The returns of certain areas in which the system of registration of vital statistics by tallies was introduced in 1922 continued to be found too inaccurate for inclusion in the statistics for the province. The area and population of the Province under registration therefore remains unchanged. The increase of population by excess of births over deaths was 63,419, and by excess of immigrants over emigrants registered at the seaports 72,372, a total of 135,791.

152. Births, deaths and infant deaths in the Province numbered 296,585, 233,166 and 58,683 respectively, and the rates, compared with those of the previous two years, are detailed in the following table :—

	Rural.			Urban.			Total Provincial.		
	1922.	1923.	1924.	1922.	1923.	1924.	1922.	1923.	1924.
Birth rate ...	30'17	29'90	27'44	25'89	26'48	27'11	29'69	29'51	27'40
Death rate ...	20'23	19'02	19'50	38'02	35'45	37'51	22'23	20'87	21'54
Infant mortality ...	174'49	172'22	184'34	284'72	289'80	305'03	185'30	184'09	197'86

Rural birth-rates.—High rates were returned for rural areas by Lower Chindwin (36'59), Pakôkku (34'03), Sandoway (33'72), Yamèthin (32'91), Hanthawaddy (32'39), Mandalay (31'72), Ma-ubin (31'20), Shwebo (30'84), and Kyauksè (30'77) ; and low rates by Pyapôn (19'06), Myaungmya (20'37), Meiktila (21'01), Kyaukpyu (21'17), Toungoo (23'06), and Myingyan (23'31).

Urban birth-rates.—Births in towns increased by 1,010. Rates much below the Provincial urban average (27'11) were recorded at Zigôn (14'75), Akyab (15'04), Insein (15'73), Letpadan (15'86), Thayetmyo (16'16), Syriam (17'44), Rangoon (18'80), Kyaiklat (18'97) and Myanaung (19'25); while high rates (above 30), were returned from Mergui (30'20), Ma-ubin (30'68), Henzada (30'70), Thôngwa (31'15), Pegu (32'34), Thatôn (33'00), Wakèma (33'74) and Kawkareik (39'02) in Lower Burma, and from all towns except Pakôkku, Myinmu, Pyinmana, Pyawbwe, Myingyan, Nyaung-u and Magwe in Upper Burma. The highest rate (49'05) was returned from Mandalay followed by Ye-u (47'78). The low rates were attributed to defective registration, prevalence of venereal diseases and disparity in the sex population. The high rates in some cases are believed to be due to the adoption of model registration bye-laws and to more efficient administration.

Still-births.—There were 2,122 such births in towns and 564 in rural areas against 1,272 and 439 in 1923. The figures were, as usual, highest in Mandalay.

Deaths in child-birth.—Mothers who died in child-birth numbered 302. The figures recorded relate to towns only.

Rural death-rates.—High death-rates were recorded for Mandalay 41'56 (cholera, small-pox, plague and respiratory diseases), Kyauksè 33'59 (plague), Minbu 33'23 (cholera and fever), Lower Chindwin 28'22 (cholera and fever), Pakôkku 26'37 (cholera, dysentery, and diarrhoea) and Shwebo 25'74 (fever) Districts. Low death-rates were returned from Kyaukpyu (14'05), Thatôn (14'52), Amherst (15'04) and Pyapôn (16'05) Districts. Defective registration and incomplete collection of counterfoils are believed to be the chief causes of low death-rates reported in many districts.

Urban death-rates.—The provincial urban death-rate was 37'51 against 35'45 in 1923 and 38'02 in 1922. The slight increase over the previous year was almost entirely due to cholera. Altogether 13 towns each in Lower Burma and Upper Burma showed death-rates in excess of the provincial 5 years' mean (39'28).

The highest rates were reported from Mawlamyainggyun (53'15), Gyobingauk (49'05), Prome (45'92), and Bassein (44'78) in Lower Burma; and Salin (61'75), Mandalay (57'19), Myitngè (49'43), Shwebo (45'73), Yenangyaung (45'09), Myingyan (45'06) and Ye-u (44'49) in Upper Burma.

Infant mortality.—The provincial rate was 197'86 against 184'09 in 1923 and 185'30 in 1922, and was exceeded only in two other provinces. Comparisons, however, are misleading as omissions to register births are more numerous than omissions to register deaths, and the real rate is undoubtedly lower than that recorded. The highest rate in rural areas (295'57) was again returned by Kyauksè. The lowest rate (100'58) was returned by Amherst as against last year's lowest rate returned by Mergui (92'32). The urban rate rose from 289'80 in 1923 to 305'03 in 1924. High rates (above 300) were returned by 27 towns—Meiktila heading the list with 507'30. The lowest rate (76'09) was that of Pyapôn.

Infant welfare.—Various infant welfare societies worked as satisfactorily as could be expected, depending as they do for the most part upon slender resources collected locally. Colonel Bhola Nauth, C.I.E., I.M.S., Organising Secretary, Indian Red Cross Society, during his visit to Rangoon early in 1925, pointed out the disadvantage of these societies remaining on an independent footing, and strongly advised their amalgamation with the local Branch of the Indian Red Cross Society.

A suggestion for amalgamation was accordingly circulated, and it is hoped that all Maternity and Child Welfare Societies will unite under the aegis of the Burma Branch. A scheme was also prepared for initiating Red Cross Child Welfare centres in collaboration with existing maternity work, and it is hoped that these may in time be instituted in all the larger towns of Burma. With a view to giving an impetus to maternity and child welfare work in the Province, Baby Weeks,—initiated by Her Excellency Lady Reading,—were organised at Akyab, Sandoway, Bassein, Mandalay, Rangoon, Kyaukse, Moulmein, Kawkaik, Ye and Chaungzôn, with gratifying results. The Burma Branch of the Indian Red Cross Society administering the Child Welfare Endowment Fund gave financial help to various Baby Week Committees. As a result of this movement, some of the defunct societies were revived and new ones have been initiated.

153. The registered mortality for different causes in both rural and urban areas in 1924 is compared below with the figures for 1923—

Causes.	1923.			1924.		
	Rural.	Urban.	Total.	Rural.	Urban.	Total
Cholera ...	1,018	470	1,488	6,400	1,683	8,083
Small-pox ...	1,985	861	2,846	1,808	693	2,501
Plague ...	2,912	4,694	7,606	1,230	4,261	5,491
Fevers ...	73,465	5,164	78,629	69,963	5,325	75,288
Dysentery and diarrhoea.	4,087	2,598	6,685	5,576	3,009	8,585
Respiratory diseases.	2,925	7,929	10,854	2,534	8,564	11,098
Suicide ...	127	22	149	140	33	173
Wounding or accident.	1,337	744	2,081	1,184	850	2,034
Snake bite ...	1,673	44	1,717	1,585	38	1,623
Rabies ...	239	17	256	157	26	183
All other causes	92,973	20,599	113,572	96,598	21,509	118,107
Total ...	182,741	43,142	225,883	187,175	45,991	233,166

Cholera.—During the year the increase under this head is very marked, and the noticeable increase under the heads "Dysentery and diarrhoea" and "All other causes" was no doubt very largely swollen by inclusion under these two heads of deaths from cholera. The three Divisions of North-West Border, Mandalay and Irrawaddy returned 2,341, 2,881 and 1,662, respectively against 96, 451, and 669 deaths in 1923, and these were the most affected. Except for a very slight increase under "Respiratory diseases" and "Suicide" there was a decrease under all other heads. Inoculation with anti-cholera vaccine was extensively adopted during the year, and with marked success in certain localities. Altogether 35,373 cubic centimetres of anti-cholera vaccine were issued and 38,368 persons were inoculated therewith. The essential oil mixture for cholera, advocated in medical literature, was also used both as a curative and preventive of cholera, but with no definite results.

Small-pox.—The provincial ratio was '23, equal to the last five years' mean. The disease was more widespread than last year though it did not cause such a heavy mortality as in 1923.

Plague.—On a population basis plague gave a death-rate of '51 per mille against '70 in 1923 and as a quinquennial of '56. The principal measures adopted were rat-destruction and inoculation. Six hundred and eighty-seven thousand seven hundred and three rats were destroyed, of which 630,907 were accounted for in Rangoon. Eighty-two thousand and forty-seven doses of anti-plague prophylactic out of a stock of 94,080 doses received from Bombay were issued and 71,440 inoculations were performed.

Fevers.—The death-rate from fever for the Province was 6'96 against the five years' mean of 8'94, and the previous year's ratio of 7'27, a satisfactory decrease. The highest rate for rural areas was returned for Minbu (14'03), closely followed by Tavoy (13'49) which headed the list with a ratio of 18'62 in 1923. High fever ratios were also recorded in Mandalay (12'18), Akyab (12'02), Thayetmyo (11'83), and Kyaukse (11'74). Low fever ratios were returned by Amherst (3'06), Myaungmya (3'95), Ma-ubin (4'01) and Myingyan (4'13).

Malaria.—The number of deaths attributed to malarial fever in urban areas for which such statistics are available was 2,069 against 2,258 in 1923; the ratio being 1'69, against 1'86 in 1923.

Enteric fever.—Deaths due to this cause in urban areas were 249 against 252 in 1923. Towns returning over 10 deaths, were Mandalay (78), Rangoon (63), Bassein (20), Moulmein (19) and Sagaing (11).

154. In conformity with the new scheme for the manufacture and sale of cinchona febrifuge tablets, four-grain tablets only were manufactured, to a total number of 7,341,146. Tablets of other sizes remaining on hand at the end of last year were remade into 43,840 four-grain tablets. The quantity of cinchona febrifuge used was 3,567 lbs. against 3,778 lbs. in 1923. Issues to treasuries, etc., amounted to 7,560,280 tablets; and 133,490 five-grain, 3,550 four-grain and 409,770 one-grain quinine tablets were also issued from the previous year's stock for free distribution.

Emigration and Immigration.

155. The total number of immigrants by sea was 388,205 and of emigrants 315,833. The increase in population by excess of immigration over emigration was 72,372, against 87,404 in 1923.

Medical Relief.

156. The number of hospitals and dispensaries increased from 284 to 289, two institutions being closed and seven new ones opened. Travelling dispensaries continued to do good work. Two new travelling dispensaries were opened at Haka and Falam. It was proposed to extend the period of working of the travelling dispensary in the Kachin Hills from 6 to 12 months in order to increase its usefulness. A start was made with

the scheme to subsidise retired or private medical practitioners as an inducement to set up practice in out-of-the-way places. The services of four such practitioners have been obtained. The course of training of native Burmese doctors, at Mandalay was extended from 6 to 12 months. Another class was opened at Bassein. The Burma Medical Council and the Central Midwives and Nurses Council continued to do good work. Four hundred and eight midwives and nurses have been registered since the introduction of the Burma Midwives and Nurses Act, 1922.

157. The number of patients treated at the institutions, other than those of the Military Police and Railways, was 1,990,972 of whom 85,797 were in-patients. **Attendance and Treatment.** The increase over the previous year was 48,197. The number of beds available was 5,535 (4,143 for males, 1,332 for females and 60 for children) against 5,340 in 1923. The death rate among in-patients was almost the same as in the previous year. The chief diseases of in-patients in the order of greatest prevalence were :—Malaria ; all other diseases of the digestive system ; diseases of the skin ; all diseases of the respiratory system except pneumonia and tuberculosis of the lungs ; inflammation ulcerative ; injuries ; diseases of the eye ; round worms ; diseases of the intestines ; diseases of the stomach and diseases of the ear. There was a slight fall in the number of plague cases, and the rate of mortality was also less. There was a decrease in the number of small-pox cases, and an increase in the number of cases treated for tubercle of the lungs. The disease is common throughout the province, whose climatic conditions favour it. The number of cholera cases treated was more than double of that in 1923, but the death-rate fell from 51 per cent to 36 per cent. Special measures were taken for the eradication of leprosy and for the treatment of venereal diseases. Investigations were carried out into the prevalence of goitre and beriberi in the Province. The number of operations performed was 69,978, an increase of 4,906 over 1923. There was a marked increase in the attendance of Burmese patients in hospitals. ~

In the military police hospitals, a total of 78,290 patients were treated. The decrease by 1,871 is due to the closing of a number of outposts. The number of patients treated in railway hospitals increased from 120,737 to 127,018. The increase was chiefly among out-patients.

At the diabetic clinic started in the General Hospital, Rangoon, 150 cases were treated, of which 134 were diabetes proper. The Insulin treatment showed good results where dietetic restrictions were carefully observed.

158. The expenditure on the maintenance of hospitals and dispensaries excluding railway, military and other special hospitals was Rs. 38'34 lakhs **Expenditure.** an increase of Rs. 5'71 lakhs, due chiefly to the revision of pay of several establishments, new buildings, equipment and an increase in prices of medical stores. There was a gratifying increase of Rs. 36,912 in the amount realised as subscriptions.

159. A large programme of works was in hand and good progress was made. Old and unsuitable buildings, of which there are several, are being replaced gradually. **Hospital Construction.** The new hospital buildings at Pegu were completed. The big scheme of

new hospital buildings at Akyab was pushed forward rapidly, with generous financial support received from the public of Akyab. Similar local support led to the preparation of estimates for an up-to-date surgical ward with operation theatre and necessary annexe at Wakèma. A big block of servants' quarters was built at the General Hospital, Rangoon, where the new Nurses' Home and second storey over the outpatient department for the location of outpatiènt departments and a venereal clinic are in course of construction. A big building programme was in hand in connection with the Medical University Course. The scheme for a new Contagious Diseases Hospital for Rangoon, to be built away from the residential area, was under consideration.

A Bishop Bigandet Home for Incurables, Rangoon, was under construction. The new buildings for the Dufferin Maternity Hospital made rapid progress. The female section of the new Lunatic Asylum for Rangoon at Tadagale was completed, and the construction of the rest of the buildings was approved and commenced. A new operation theatre at Pakòkku, and a maternity ward at Prome provided by public subscription, were completed. Proposals were on foot for new hospital buildings at Mandalay, Moulmein, Prome, Sagaing, Tavoy Kalembo and other places.

160. The number of Indian Medical Service Officers on the rolls at the Medical Establishment close of the year was 38, although 42 posts with a reserve of 11 are allotted for such officers. The superior medical staff of the General Hospital, Rangoon, was strengthened during this year by the appointment of an additional Assistant Medical Superintendent, and sanction was also received to the creation of the following appointments :—

(1) Gynæcologist, who will also be in charge of the Dufferin Maternity Hospital and be Professor of Midwifery ; (2) Surgeon, who will be Professor of Surgery, (3) Physician, who will be Professor of Medicine in the Medical Faculty of the University of Rangoon. The staff of the Rangoon General Hospital is being reorganised. A whole-time Pathologist was appointed.

A proposal was under consideration for the transformation of the Medical School, and for the training of all Medical students in the Medical Faculty of the University for the degree of M.B., B.S. and diploma and of L.M. & S. only.

The number of Military Assistant Surgeons on the rolls at the end of 1924 was 24, including 3 employed in the Public Health Department and 1 in the Prison Department. The number of Civil Surgeoncies sanctioned for this class of officers was reduced by one, subordinate charges being correspondingly increased. The number of Burma Civil Surgeons and Civil Assistant Surgeons on the rolls including those temporarily entertained, was 62 at the beginning, and 59 at the end of 1924. Fourteen Assistant Surgeons were confirmed in their appointments during the year.

The course in medicine commenced at the Rangoon University in June 1923 with 28 students, of whom 5 were women. Six scholarships are available for students who are domiciled in Burma. The question of scholarships and stipends under the new scheme was under consideration.

There were 432 Sub-Assistant Surgeons on the rolls, which is in excess of the sanctioned cadre.

161. The number of students on the rolls was maintained at 175. The educational standard of new entrants was higher than before. Thirty-six students passed out of the school in 1924. Thirty-four third year students went for training in practical midwifery to the Maternity Hospital, Madras.

The Burma Government
Medical School.

162. The number of patients who came to the rabies section for treatment increased by 4 per cent. to 1,366, of whom more than half were from Rangoon Town. Treatment was found unnecessary in 515 cases, and was discontinued in 60 as the biting animal did not develop rabies. One hundred and forty-eight patients voluntarily abandoned treatment. The majority of patients were Indians.

Pasteur Institute and
Bacteriological Laboratory.

A total of 4,110 examinations were carried out in the Bacteriological and Research Section, compared with 4,584 in 1923. The institution continued to stock and supply curative sera for which there is a great demand. Experiments were carried out on the keeping properties of the anti-rabic vaccine made at the Institute. Experimental work on leprosy was carried out. Samples of Insulin in the market were tested and found reliable.

The Director of the Institute continued to supervise the treatment of leprosy in the Leper Asylums. The laboratories in the two Leper Asylums at Mandalay were completed.

163. At the Minbu Asylum which can accommodate 133 patients there were 130 at the beginning of the year, of whom 2 were later discharged as cured. There were no new admissions and no deaths. The Rangoon Asylum was overcrowded throughout the year. The accommodation is for 632 patients. At the beginning of the year there were 816. Admissions were 189, discharges 103, deaths 103, of which 7 were due to cholera, and re-admissions 15. The daily average population was 816.09 excluding observation cases, and the highest number accommodated on a single night was 835. The female section of the new Asylum at Tadagale which will relieve the congestion at Rangoon was completed but not occupied during the year.

Lunatic Asylums.

Expenditure on both asylums was Rs. 3,46,942 against Rs. 3,28,854 in 1923. Manufactures, mainly weaving, gave a profit of Rs. 13,407 and garden and dairy produce was valued at Rs. 13,386. Two ladies were appointed to the Committee of Visitors at Rangoon.

Public Health.

164. In August 1924, the Provincial Public Health Board was reconstituted. The Board now consists of the Hon'ble Minister-in-charge of the Department of Public Health as President, five *ex-officio* members, six members elected by the Legislative Council, of whom two represent the waterless tracts of the dry zone, and two members nominated by the Hon'ble Minister. Elected members hold office during the term of the Council, while the term of membership of those nominated by the Hon'ble Minister is one year. Provision was also made for co-option of members as occasion may require. The advisory

Principal Works and
Expenditure.

functions of the Board were extended during the year to recommendations for the distribution of the amount allotted annually from the Rice Control Profit Fund for the purpose of improving water supplies in waterless tracts of the dry zone. This allotment is now included in the Public Health Department Budget, and is distributed for the benefit of the various areas on the recommendation and advice of the Board. During the year under report the Board considered thirty projects, and sanctioned grants to the total of Rs. 2,13,500 from the lump sum grant placed at its disposal: On the Board's recommendation, the Local Government sanctioned contributions amounting to Rs. 1,42,645 out of the Rs. 2½ lakhs grant given from the Rice Control Profits for improvement of water-supply in waterless tracts.

The Public Health Project Standing Sub-Committee of the Provincial Public Health Board held two meetings during the year. The Committee considered and technically approved four schemes (Mawlaik water-supply, Yenangyaung water-supply, Pyapôn, enlargement and improvement of twelve existing catchment tanks, and Pakôkku new bazaar construction); but deferred the consideration of projects for Pyawbwè and Thàngwa. The total amount spent on the maintenance and improvement of water supplies, drainage, conservancy and other sanitary works during the year was Rs. 36.19 lakhs. Of this a sum of Rs. 32.77 lakhs was expended on behalf of towns, and Rs. 3.41 lakhs on rural areas—representing respectively 14.06 and 2.91 per cent. of the aggregate income of municipalities and district councils. Of the total expenditure, conservancy absorbed 5.13 per cent. water supply 2.80 per cent. and drainage 34 per cent.

Vaccination.

165. The number of District Superintendents of Vaccination was 41, the same as last year, while the number of Establishment and General Sub-Assistant Surgeons receiving vaccination allowance or otherwise employed in the Department was less by nine than last year. There was also a decrease of one in the cadre of Inspectors of Vaccination owing to the death of the Prome Inspector. Two vacant Inspectorships in Prome and Amherst Districts, and one head vaccinatorship, have not been filled for want of qualified candidates. The permanent establishment of vaccinators was augmented by three in Southern Shan States, and one each in Nattalin Town, Bassein, Hanthawaddy and Kyauksè Districts, while there was a decrease of three vaccinators in Rangoon, and one in Thatôn, resulting in a net increase of three appointments. Four vaccinators, two from Aniherst and one each from Bassein and Sagaing Districts, were either removed or dismissed from the service for different offences.

The Vaccination Acts of 1880 and sections 4, 5, 6 and 7 of the Burma Vaccination Law Amendment Act, 1909, have been extended to the rural areas under the control of the District Councils of the Akyab, Pegu, Thayetmyo, Minbu, Magwe, and Kyauksè Districts; and of all District Councils in the Irrawaddy and Tenasserim Divisions except the Salween District. Vaccination is now compulsory in all these districts.

The control of the vaccination staff in Lower Burma districts was transferred to the respective district councils from the 1st March 1923, and in Upper Burma from 1st March 1924; and the cost of the staff in these districts is now borne by that body. In districts where there

is no district council, the control of the staff remains with the Public Health Department, but the cost is borne by the Deputy Commissioner's Local Fund.

166. The total number of operations performed during 1924-25, by the permanent and special staff of the Department and other agencies, excluding those performed in jails and dispensaries, was 806,619, of which 531,035 were primary operations and 275,584 revaccinations. Of 42 districts from which reports have been received, 24 districts show a total increase of 112,450 operations compared with last year, while the remaining 18 districts return a decrease of 58,278,—there was thus a net increase of 54,172 operations. The increase arose wholly from revaccination as the result of prevalence of small-pox in many parts of the Province. In comparison with last year, Rangoon shows the largest increase in revaccination (+33,380), followed by Sagaing (+12,676); whereas the largest falling off in primary vaccination was in Thatôn (−5,936), and in Sagaing (−4,407).

The total number of persons vaccinated during the year, including those performed in dispensaries and jails was 844,298, of whom 803,439 persons were vaccinated by the special staff, 10,148 by the dispensary staff, 2,193 by other agencies, and 28,518 were vaccinated in jails. In addition, 30,202 labourers arriving at the Port of Rangoon were vaccinated by the Corporation Vaccination Staff under the supervision of Port Health Authorities.

Successful primary operations performed in rural areas amounted to 451,058 and in urban areas to 48,366; the total for both being 499,424, showing a decrease of 15,153 in comparison with last year's work. The districts showing a considerable increase in the number of successful cases were Northern Shan States (+4,314), Bassein (+3,989), Myaungmya (+3,865), Hanthawaddy (+3,009), Rangoon (+2,210) and Akyab (+1,596); decreases were reported from Thatôn (−5,904), Magwe (−4,773), Myingyan (−4,481), Sagaing (−4,461), Southern Shan States (−3,193), Pakôkku (−3,014), Pyapôn (−2,976), Kyauksè (−2,377) and Meiktila (−1,943). In Lower Burma, Rangoon Division showed the largest excess (5,975 successful operations) over last year's figure. The Arakan Division showed an excess of 2,903 and the Irrawaddy Division 3,059, but the Pegu and Tenasserim Divisions showed a deficit of 407 and 5,841 successful operations respectively compared with last year's work. In Upper Burma, the North-East Frontier Division alone showed an excess of 540 successful cases. Both the North-West Border and the Mandalay Divisions showed a considerable falling off, compared with last year. In the former division the deficit amounts to 9,135 and in the latter to 12,247 in successful operations.

The total number of revaccinations performed in the Province during the year was 275,584 operations, of which 106,683 were returned as successful. Twelve districts in Lower Burma and thirteen districts in Upper Burma showed an increase in revaccination, while 10 districts in Lower Burma and 7 districts in Upper Burma returned a decrease, the sum total of the increase being 105,474 and of the decrease 37,996, making a net increase of 67,478.

Successful primary operations during the year totalled 499,424 compared with 514,577 in the previous year. In 20,309 cases the results were unknown, and there were 11,302 failures compared with 8,495

failures and 21,269 unknown results in the previous year. For the Province the percentage of success in primary cases was 97.79, and in revaccination 47.74 against 98.38 and 46.76 respectively in the previous year.

There are 62 towns where the "Vaccination Acts are in force and from these 154,754 operations were reported, of which 49,964 were primary with a success rate of 98.87 per cent, and 104,790 were revaccinations with a success rate of 52.89 per cent. Of 10,148 operations performed in dispensaries, 6,116 were primary cases and 4,032 were revaccinations, with success percentages of 95.11 and 74.92 respectively. In jails the percentage of successes in primary cases was 87.25 and in revaccination 49.55,—while the percentage of success in primary cases reported by private practitioners was 98.87 and in revaccination, 54.80.

Out of the total number of 536,267 persons primarily vaccinated, Civil Surgeons verified 43,678, or 8.14 per cent. against 9.41 per cent. in the previous year. The Inspectors of Vaccination and other inspecting officers verified 285,962 cases, or 53.32 per cent. against 52.22 per cent. in the previous year.

167. During the year 344 calves were successfully inoculated. The average yield per calf was 529.6 grains, compared with 468.5 grains last year. During the year, 1,072,701 doses of lymph were issued from the Depot,—the largest issue of lymph since the Depot was inaugurated,—and this large demand could not have been met had it not been for the newly-adopted and more rapid Phenol method of preparing lymph. The net expenditure of the Depot was Rs. 15,672-5-9 or a decrease of Rs. 2,264-2-7 in comparison with the figures for 1923-24. Thirty-four apprentice vaccinators, against 44 in the previous year, were trained and passed out. Four Sanitary Inspectors underwent a month's course in vaccination during the year and 23 students of the Public Health Inspectors' class began their course in March 1925.

168. The total amount spent on the Department was Rs. 3.58 lakhs against Rs. 3.43 lakhs in the previous year. The increase was due to a normal rise in the pay of the staff under the time scale. The average cost of each successful case of vaccination was Re. 0-9-6 against Re. 0-9-3 in 1923-24.

CHAPTER VII.

INSTRUCTION.

REFERENCES—

Report on Public Instruction in Burma for the year 1924-25.
Statistical Abstract for British India, Volumes IV and V.

General System of Public Instruction.

For information on this subject reference should be made to paragraphs 259 to 285 of the Report on the Administration of Burma for the year 1921-22.

Educational Progress.

169. The year under review was one of steady progress. The returns showed an increase of pupils in every stage of instruction. The number of pupils in the collegiate stage rose from 1,026 in 1923-24 to 1,301 in 1924-25 ; in the high stage from 4,497 to 5,444 ; in the middle stage from 27,889 to 31,607 ; in the upper primary stage from 57,501 to 61,539 and in the lower primary stage from 244,019 to 251,315.

General Progress and Educational Measures.

Among the measures adopted during the year may be mentioned (i) the revision of the state scholarship scheme ; between 6 and 12 scholarships are now awarded annually on the results of a competitive examination, (ii) the appointment of six local boards to award school and apprentice stipends, and (iii) the revision of the objects of the Silver Wedding Gift Fund, which provides education, without distinction of race, to children of those who have rendered military service. Proposals for trebling the number of high school scholarships were under consideration at the close of the year. Mention may also be made of the appointment of three Deputy Inspectresses of Schools, the revision of the pay of Deputy Inspectors of Schools on a time-scale basis, the amalgamation of their offices, with a saving of fourteen clerical posts, and the re-organisation of the clerical staff of the Director of Public Instruction. Nine appointments of Sub-Inspector of Schools, a grade that is in process of dissolution, were abolished during the year, and one Deputy Inspectorship was created.

170. There were 6,379 recognised schools in Burma, attended by 364,029 pupils, against 6,289 schools with 345,741 pupils in 1923-24. The estimated number of pupils in unrecognised institutions decreased from 210,218 in 1923-24 to 205,360 in 1924-25. The total

Number of Schools and Scholars and Expenditure.

recorded expenditure on education during the year was Rs. 1,45'51 lakhs, or Rs. 10'10 lakhs more than in 1923-24. The distribution under the classified heads was as follows :—

	Rs. lakhs.
Provincial Funds	65'20
Local Funds	15'13
Municipal Funds	6'07
Fees	29'20
Other Sources	26'74
Shan States Federated Fund	3'18

Direct expenditure rose from Rs. 90'35 lakhs to Rs. 1 00'21 lakhs. The bulk of this increase was shared between the University (nearly three lakhs), and secondary schools (over seven lakhs); but it should be remembered that the majority of pupils in secondary schools are at the primary stage of instruction. Upper primary schools show a decrease in expenditure of over a lakh. Indirect expenditure, which includes the cost of direction, inspection, scholarships, buildings and furniture, besides a large and increasing item under the head "Miscellaneous" (due to inclusion for the first time of provincial contributions paid to Bernard Free Library, cost of passage of scholars, and grants paid to boy scouts and similar associations) shows only a small increase from Rs. 45'06 lakhs to Rs. 45'30 lakhs, the heavy decrease of a lakh and a third under "Buildings" being balanced by an increase under "Miscellaneous."

The cost of University education rose from Rs. 8'29 lakhs to Rs. 11'17 lakhs, and of education in secondary schools from Rs. 62'07 lakhs to Rs. 69'40 lakhs. The cost per head of University education was Rs. 858'4 against Rs. 808'4 in the previous year; of secondary education Rs. 39'9, about the same as last year; of primary education Rs. 7'2 against Rs. 7'8 in the previous year. It is interesting to note that whereas the cost per head in Government English and Anglo-vernacular schools was Rs. 114, the cost in aided schools of these classes was only Rs. 103 per head, indicating the savings effected by the encouragement of private enterprise.

The inset table shows how the cost of maintaining colleges and

	1923-24.			1924-25.		
	Fees.	Public Funds.	Other sources.	Fees.	Public Funds.	Other Sources.
	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.	Per cent.
Higher Education	16	70	14	13	78	6
Secondary Education	28	63	9	27	55	18
Primary Education	9	85	6	7	87	6

secondary and primary schools was shared between fees, public funds and other sources (i.e.

private persons or non-official bodies).

171. Unless there are special circumstances, Anglo-vernacular primary schools are recognised only if they have a near prospect of a middle department, on the ground that pupils who are not intended to go beyond the primary classes are better provided for in vernacular schools. Hence the number of these schools has decreased annually from 16 to 13, 13 to 10 and 10 to 5 during the last three years. The number of pupils passing

the 4th standard examination has, however, increased from 4,489 to 4,711. The total number of pupils in the primary departments of Anglo-vernacular secondary schools rose from 24,417 to 26,301.

The number of vernacular upper primary schools fell from 3,473 to 3,458 but the number of pupils increased from 153,798 to 155,863, a slight change, but worth mentioning in view of the continuous decrease of the last few years. It is notable that the number of girls has increased by over 2,000. The number of vernacular lower primary schools and the attendance in them continued to decrease; their number is now 570 (683) and the attendance 19,685 (22,691). On the other hand, pupils passing the second standard increased from 30,820 to 32,726. The continued decrease in the number of lower primary schools is matter for satisfaction. The schools are used mainly as *crèches*, and the proportion of children in the infant and first standards is still excessive.

The recommendations of the Vernacular Education Committee were considered by Government during the year, and some of them have been adopted.

172. Now that English is allowed to be taught in vernacular schools.

while in Anglo-vernacular schools the ordinary
Secondary Education. subjects may be taught through the medium of

the vernacular, the distinction between the two types may gradually disappear. The number of vernacular high schools is however small, and there are only 301 pupils in high departments. Almost without exception these pupils aim at educational work, and the increase from 195 to 301 is connected with the recent improvement in the pay and prospects of vernacular teachers. Middle schools numbered 1,388, but the attendance in the middle department was 13,825, an average of only 10 per school which points to an unwise leniency in promoting schools to this grade.

The total number of vernacular secondary schools rose from 1,333 to 1,438 and the number of pupils from 107,335 to 119,635. The work of these schools was, however, mostly elementary, for 88 per cent of the pupils had not gone beyond the primary stage, and 69 per cent were not above standard II. The entries for the high school examination were 610 (370) and the passes 189 (125); and for the middle 3,556 (3,331) and 1,801 (1,439).

The experiment of providing English teaching in vernacular schools has been continued, and there is no doubt as to its popularity, though doubts have been widely expressed regarding its utility. Its popularity is increased by the fact that none of the expense falls on the local authority; hence requests for these teachers are frequent. But the pay, though recently raised from Rs. 50 to Rs. 60—4—80 *per mensem* is too small to attract well-qualified teachers, and most of them have passed only the middle school examination. The bulk of the pupils leave from the primary standards, after acquiring from these poorly qualified teachers the merest smattering of English, which can hardly serve any useful purpose. Vernacular school buildings are generally unsatisfactory. In the towns the usual accommodation is a private house, often without sanitary arrangements suitable for a school, and the work is constantly interrupted by the varied household occupations of the residents. In villages the conditions are as bad or worse, some of the schools being mere hovels. The local education authorities are making efforts to improve this situation, but as the funds at their disposal are barely sufficient for salaries, little progress can at present be expected.

The number of Anglo-vernacular schools rose from 222 to 231 ; in the year 1922-23, before the inclusion of the national schools, the total had been 187 only. Ninety-seven (86) were high schools, with an attendance of 28,619 (24,712) ; 128 (126) middle schools with an attendance of 18,155 (17,748) ; and only 5 primary schools against 10 in the previous year. The percentage at the different educational stages in schools for boys was high department 10·1 (9·2), middle 36·1 (35·6), primary 53·7 (55·2). It will be seen that the number of high schools has again increased ; it has in fact nearly doubled in two years. Such an increase, as Mr. Richey points out in his Report on the Progress of Education in India, 1917-22, is not altogether a healthy sign. " It may mean, and in some parts of India undoubtedly has meant, the lowering of the standard required for recognition . . . that is to say, it may connote not an increase in the facilities for secondary education to meet an increased demand, but only a looser interpretation of what secondary education signifies. Recognition has become cheap and shows a tendency to become cheaper still. An impression is gaining ground that it may be had for the asking, seeing that cases are very rare in which it has been refused. "

It will not be supposed that the number of qualified teachers has kept pace with the phenomenal increase of schools. Of the 574 teachers in the Government English and Anglo-vernacular schools only 75 were graduates, while 526 held professional certificates of various kinds. In aided schools of these classes, including national schools, of 2,104 teachers only 173 were graduates, 1,618 being certificated. Moreover, most of the few graduates are importations from India, unsuited for work in Burmese schools. Burmans who have passed the Intermediate examination or even the high school examination would be more useful for practical purposes than many of the Indian graduates. With a view to reducing this difficulty the maximum pay of senior masters in Government schools was raised during the year from Rs. 225 to Rs. 275.

The failure of the available teachers to cope with the large increase of schools and pupils is reflected in the results of the examinations. The percentage of passes in all English and Anglo-vernacular school examinations, except the English middle school examination, was unusually low. In the Anglo-vernacular high school examination, of 1,503 (1,320) candidates only 449 (615) passed, a percentage of 30 (47). In the middle school examination no less than, 5,003 appeared, against 4,255 in the previous year, but only 1,785 passed, or 35 per cent. The Council of National Education conducted its own middle school examination. The results of examinations conducted by this body have always fluctuated ; this year they passed only 15 per cent. An experienced educationist, to whom the results were submitted for opinion, stated that one of two conclusions was inevitable : " either the examination was an extraordinarily unfair one or promotions to the examination class were made unintelligently and recklessly. " On receipt of this opinion, the Council, much to the regret of everybody, withdrew its representatives from the Anglo-Vernacular Schools Board, in view of " the unsympathetic attitude of the Education Department and the Board towards the national education movement in Burma. " For the high school examination, which they shared with other schools, the Council presented 248 candidates, of whom only 41 or 16·5 per cent passed. Six scholarships were specially reserved for these pupils, only one of whom would have won a scholarship without this privilege. In the public middle school examination 701 pupils appeared from national schools and 56

passed, or only 8 per cent. It is evident that the point has not yet been reached when Government's policy of preferential treatment to these schools can be discontinued. But proposals are now being made for the abolition of the middle school examination.

173. The University continued to make rapid progress, though the boycott of four years ago and the absence this year of private candidates reduced the number of entries and passes in the final examinations. The attendance at the University College at the close of the year was 1,012, against 778 in 1923-24, and at Judson College 289 against 248, a total increase of nearly 300 students. Nor has progress been merely numerical. The institution of courses in Forestry, Engineering, Geography and Geology are signs of vigorous growth. Regulations have also been adopted for the degree of B.Sc. in Agriculture, but owing to lack of applicants for a full degree course it has not yet been found possible to affiliate the Agricultural College, Mandalay, to the University. In his address to Convocation on the 11th December 1924, His Excellency the Chancellor drew attention to the necessity for the encouragement of research and to the special importance at the present time in Burma of scientific training. The following degrees were conferred:—M.A. one, B.A. 55, B.Sc. 38 and B.L. 9, besides 7 Diplomas in Teaching.

Of the total attendance in University College, namely, 1,012, more than half were in the intermediate classes, 77 were in the preliminary class throughout the year, 72 in part-time law classes, and 22 in the teaching diploma class. Thus only about 300 were taking degree courses above the intermediate stages. Of these, 76 were reading in Arts, 92 in Science, 23 for the B.Sc. in Forestry, 12 for the first and 19 for the second M.B., 40 in whole-time law classes, 13 for the M.A. and M.Sc., and 31 in the engineering class. This preponderance of science over arts is in accordance with the Chancellor's advice, and with the traditional policy of the College.

In the B.A. examination there was a small increase in the percentage of passes, 67·7 per cent against 63·8 per cent in the previous year, but the entries dropped from 47 to 31. In the B.Sc. examination the entries also decreased from 57 to 47, and there was a serious decline in the percentage of passes, from 60 to 45. In the B.Sc. Forestry of 12 candidates only 6 passed. The results in this examination are described as disappointing, and the external examiner expressed dissatisfaction with the general standard of proficiency attained by the candidates, who appear to have taken insufficient interest, and to have been unwilling to come forward and ask for explanation of points which they did not understand. In the Intermediate examination the number of entries increased from 170 to 226, of whom 99 passed, about the same percentage as last year. No examinations were held under the Calcutta syllabus this year. The Principal commented on the poor results of all the examinations.

Ten years ago the percentage of Burmese students was 70. For the last three years they have numbered about half the total; there are 521 this year. Next come Hindus with 122, European and Anglo-Indians 112, Native Christians and "Others" with 94 each, and Mohamedans with 69 (a considerable increase on the previous year's figure of 44).

Professor D. J. Sloss, Principal, proceeded on eight months' leave in December 1924, and Mr. K. M. Ward, Professor of Physics was appointed to officiate as Principal in his place. The Department of

Medicine had 31 students of whom 9, out of 17 presented, passed the second M.B. examination. The Engineering Department had 31 students, only four of whom were Buddhists. They attended the Engineering Institute at Insein twice a week, but that Institute is at present insufficiently equipped for advanced work in civil engineering, and until new laboratories are built and adequately equipped the instruction of third year students will be unsatisfactory. The Teachers' Diploma class conducted by the Department of Education contained 22 students, only two of whom were Burmese. Fourteen were presented for examination, and 6 passed, one a Burman. This lack of Burmans in educational work is regrettable.

Two much-needed hostels for men-students were opened at the beginning of the year, and playing grounds covering about six acres were cleared. The hostels provide separate cubicles, an arrangement much appreciated by the students, and conducive to private study. Better facilities were available for exercise and games than could be expected in town, and the Principal noted that the existence of these hostels, and the energetic manner in which they have been brought into being and run, have done something to improve the discipline of college students generally. The buildings were erected in the short space of three months.

The college football teams did not do well in public competitions this year, but there is no diminution of keenness in games and athletics generally. Interest in hockey increased, and the College carried off the Russel Cup. Tennis, for which there are altogether 18 courts, is played by almost everyone; the Ahuja Cup for inter-collegiate tennis was won by University College. Cricket too experienced a revival. An entirely new departure was the Boating and Swimming Club, run by Professor Eggar. The Aquatic Sports were held on the Lake in February, and University Athletic Sports were held in December. In the open competitions of the Burma Athletic Association most of the events were contested, and not a few won, by men from the College.

Attendance at Judson College increased by 16 per cent, from 248 to 289. Additional hostel accommodation has been provided for women students.

Opposition to the Patamabyan examination weakened in 1923-24, when the entries increased from 605 to 997. The year under review showed a phenomenal increase in the number of entries. No less than 1,748 appeared for the examination, of whom 736 passed, which constitutes a record. The revival of this examination, which has in the past done so much to encourage Pali studies, is gratifying. The question of revising the constitution of the controlling committee was considered by the Hon'ble Minister during the year, but no definite conclusion was reached. A possible solution would be to transfer control to the Department of Oriental Studies in the University.

Forty-one students joined the Burma Medical School at the opening session, and the total attendance was 175, divided into four annual classes. All the new admissions possessed the required educational qualifications, while four of them had passed the Intermediate Science examination. Of the 39 candidates for the final examination, 22 passed at the first attempt, and 14 after six months' further study. Thirty-four third year students had three months' practical training in midwifery at the Government Maternity Hospital, Madras. The students competed with success in the Burma Athletic Association tournaments, but were much handicapped by want of a suitable recreation ground.

As usual, there were 45 students on the rolls of the Insein Veterinary School, in three classes; but no fresh batch of pupils was admitted during the year, pending orders as to the standard of admission; this has hitherto been the seventh standard vernacular or Anglo-vernacular, but the proposal is to raise it to the high school examination. On the 13th February the foundation stone of the new Veterinary College and Research Institute was laid by His Excellency the Governor.

Twenty-four students were admitted to the Agricultural College and Research Institute, Mandalay, in July 1924, the qualifications being a pass by the high school examination. The result of the first year's work was somewhat disappointing. The laboratories were not ready and it was impossible to begin Chemistry till January 1925; extra classes were held to make up for lost time, but the subject was new to the students, and progress was necessarily slow. The other subjects were started on the 1st July 1924, but owing to the students' weakness in English and consequent difficulty in understanding scientific language, it was found impossible to complete the year's course in Botany and Agriculture. Proposals were accordingly made to raise the initial qualification to the I.A. or I.Sc. and to institute a three years' course leading up to the B.Sc. in Agriculture; but owing to lack of applicants this scheme was abandoned and a return was made to the high school qualification, to be combined with a preliminary test, the course to be one of three years leading to a diploma. The question of affiliation to the University was therefore temporarily dropped. The hard work involved in a course of practical agriculture indicated the desirability of candidates for admission to the College being required to pass a test of physical fitness.

174. Mr. F. Shaw, B.Sc., was Principal of the Government Technical Institute at Insein. The increased support, financial and other, granted by Government, the additional aids given by employers, the strengthening of the staff, and the improvement of the buildings and equipment all contributed to the awakening of public interest in the institution, which promises to assume its rightful place in providing Burma with trained engineers. The attendance has shown an almost continuous increase from 21 in 1900 to its present figure of 414 (including 222 part-time students); last year's attendance was 297 (147 part-time). The question of the relations of the Institute and the Engineering Department of the University was considered in August 1924, when a conference was convened for the purpose by the Hon'ble Minister for Forests. A further conference was convened in March 1925, when a representative committee was appointed with the Development Commissioner as chairman. In view of the fact that Civil Engineering is taught at University College, the course at the Institute was shortened by one year, and is now one of 3½ years, including one year at works. An advanced course was started in mechanical and electrical engineering. The health of the students was satisfactory.

The Government technical evening classes at Rangoon are controlled by a committee. Courses were organised in mechanical and civil engineering, also in building construction and heat engines for advanced students. The staff consisted of masters from the Institute, and two engineers for mechanical drawing and heat engines. Attendance improved, the average each night being 35, against 30 in the previous year. The percentage of students attending varied from 64 at the

beginning to 48 at the end of term, which is much the same as last year. The total on the rolls at the end of the sessions was 174, compared with 154 at the end of the previous session. The Sanitary Inspectors' class proved a failure, owing to the slackness and poor attainments of the students, and will probably be discontinued. The Principal at the request of the Local Government, invited the Corporation of Rangoon, and various firms whose employees attend the classes, to contribute towards the cost, but the appeal met with no response. No report was received during the year from the Saunders Weaving Institute, Amarapura. The number of survey schools was further reduced to five, at Prome, Bassein, Moulmein, Kyauksè and Minbu, the school at Ma-ubin having been closed. A reference to these schools will be found in paragraph 20 above.

There were 11 (11) commercial schools with an attendance of 866 (851) ; 8 (9) of these were situated in Rangoon ; 55 (44) of their pupils passed the Government commercial examination ; 16 (26) passed in typewriting, 14 (7) in shorthand and 25 (11) in book-keeping and commercial correspondence. Many of these schools are inefficient, and there seems to be room for a Government Commercial School in Rangoon.

The first year's course under the new scheme for the Government Diploma in Accountancy began in September 1923 with 50 students. At the end of the year an examination was held to test progress, and only 31 students continued to attend during the second year. At the end of the course 23 students appeared for the final Government Diploma in Accountancy examination, of whom 5 only were successful. In July 1924 another Government Diploma in Accountancy class was opened with 18 students to prepare for the examination of April 1926. The classes do not appear to be popular, possibly on account of the 3 years' practical training required before the full certificate is granted.

The De La Salle Institute is the principal aided technical school, indeed the only genuine non-Government technical school in the Province. It was started 5 years ago by the Christian Brothers under the superintendence of the Rêv. Brother John at Twante, Hanthawaddy. There are departments for agriculture and mechanical engineering. It is early yet to judge the results of this experiment, but it seems likely that this will prove one of the successful technical schools of India. The attendance this year was 63. Half a dozen boys have already left the school for appointments as managers, assistants or overseers of rubber plantations.

Although the census shows about 4,000 deaf-mutes and 2,300 blind between the ages of 5 and 20, only 54 blind and 20 deaf-mute children were in special institutions for the defective. During the year, the Blind School for Boys at Moulmein (St. Augustine's) was closed, and the only school of this kind in the Province is now at St. Michael's, Kemmendinge, under the Rev. M. Jackson. Attendance during the year was 33. Besides the ordinary subjects of the vernacular school, hand-work of various kinds was taught. The boys were also trained in singing, and got plenty of physical exercise, both drill and games. The Blind School for Girls is St. Raphael's, now at Moulmein. The 17 girl pupils were taught the usual subjects of the vernacular school, and also light handicrafts, such as chair-caning and string bag making. A new school for deaf and dumb children was built in one of the most healthy parts of Rangoon, and it is interesting to note that a large part of the cost was contributed by Burmans, Karens and other indigenous races. For the

first time in the history of the school, parents voluntarily brought their children for admission, and it is hoped that the numbers will now increase rapidly.

175. The number of schools training students for the Anglo-vernacular teachers' certificate was 5 (6), of which 2 had kindergarten courses. The kindergarten training class for Europeans attached to St. Michael's School, Maymyo, continued to do good work. Forty-one (38) men and 74 (43) women were trained for the Anglo-vernacular teachers' certificate, and 105 (77) women for the Anglo-vernacular kindergarten certificate. There was a further large increase in the number of women taking this course, the qualification for which is a pass by the Anglo-vernacular VIIIth standard examination, which appears to be low. Examiners' reports on the work of the Anglo-vernacular normal schools were again far from satisfactory, and it is becoming increasingly evident that the whole system must be overhauled. There were 4 Government vernacular schools, at Akyab, Mandalay, Toungoo and Moulmein, and 6 aided schools; 287 (269) men and 119 (103) women were under training, of whom 206 (201) men and 96 (71) women were in the VIIIth and IXth standards and 81 (68) men and 23 (32) women in the final year. The number of passes from these schools was 89 (60). The Education Department is increasing the number of elementary training classes. The Vernacular Education Committee proposed to add 30 in one year, but the proposal was not adopted. It is hoped eventually to insist on the VIIIth standard as a minimum qualification for these classes, and to abolish the Elementary "B" certificate. The monastic training classes were opened at the beginning of 1921 with high hopes, but the *pôngyi* pupils have proved apathetic, the classes becoming a field for semi-political agitation, especially at Moulmein. The introduction of English, a measure not justifiable on educational grounds, did something to stimulate interest, but the scheme was obviously doomed and Government decided on its abolition, a decision in which the Vernacular Education Committee concurred.

176. The figures for the attendance of Europeans and Anglo-Indians show a total of 6,388 (6,242) in recognised European Education. schools, about one-tenth of whom are in non-European schools. This is more than the total number of Europeans and Anglo-Indians given in the Census as between the ages of 5 and 20. It is clear therefore that a considerable number of Asiatics continue to pose as Europeans in order to gain admission to these schools, though such guile should be no longer necessary now that the schools are open to all without distinction of race. Indeed, no formal difference remains between English and Anglo-vernacular schools; any school that wishes may adopt the English curriculum. But there is an actual difference; in English schools the standard of English is naturally much higher, and that of the second language much lower, though this difference may gradually be obliterated by the influx of Burmans into English schools. The percentage of non-Europeans increases yearly, and is now at 25. In the University examinations the Europeans shared the general decline in numbers. Ten (11) were successful in the degree examinations, 4 in Arts and 6 in Science. In the intermediate examinations 21 (28) passed out of 28 (48). The results of school examinations were

poor except in the middle school. In the high school examination 77 (111) passed out of 184 (172); of the passes 58 were classed as Europeans. In the middle school examination 315 (257), of whom 269 were Europeans, passed out of 428 (444). It is worth noting that the first and second places in the high school scholarship examinations went to non-Europeans, the first being a girl of Sino-Burmese extraction, the second an Indian boy. When they come from homes where English is spoken (and pupils without this advantage are not supposed to be admitted), it is found that Asiatics easily hold their own. The number of girls remained almost stationary. The small increase was in middle and high standards. There are only 3,433 (3,382) girls to 4,090 (3,581) boys, but the large increase in the boys' department was mainly non-European. The percentage of pupils in primary standards is 68, which compares favourably with the general percentage of 89. The number of European women in training schools increased from 33 to 42. This however is a low figure considering the need, and it is deplorable to find not a single European male teacher under training. There was a great and increasing difficulty in maintaining suitable staffs. The Government English High School, Maymyo, had only 7 graduates in a staff of 15. In aided schools only 29 out of 337 were graduates, while no less than 99 out of 352 teachers were uncertificated.

177. The burning question of Mahomedan education in Burma is the place of Urdu. The home languages of Muslims in this country are Bengali, Arakanese or Burmese, but Urdu is regarded as the language of religion and culture, and is taught in all Mahomedan schools. The object is to enable the young Mahomedan to read the literature of his religion, but, in fact, few or none of the pupils acquire enough of the language to read the simplest book. Four out of five do not continue beyond the second standard, and only one in ten proceeds to the middle school. Moreover, the instruction is given mainly by Chittagonians, who are often as ignorant of Urdu as they are of the mother tongue of their pupils. There is a considerable body of progressive Mahomedan opinion which would prefer the Burmese medium, but the vast majority will not agree. It is instructive to find that a large and increasing proportion of Mahomedan pupils, 7,737 (7,224) out of 21,655 (20,671) prefer the ordinary schools. The number of Mohamedans in public schools was 17,756 (16,843), in private schools 3,899 (3,828); 7,657 (6,968) were attending ordinary schools and 10,099 (9,875) were in special schools for Mohamedans. There were six Anglo-vernacular schools, as last year, but the attendance increased from 680 to 844. The number of vernacular schools fell from 243 to 238, but with an increased attendance. Mahomedans appear to be surmounting their prejudices against the education of girls, but it is a slow process. The total number of girls under instruction increased from 5,276 to 5,530, of whom 1,027 were in private institutions. One (2) was in an Arts College, 85 (55) in English and 239 (214) in Anglo-vernacular schools. In the University one Mahomedan passed the M.Sc., one the B.A., and one the B.Sc.; last year there were 7 graduates. Ten (7) passed the Intermediate examination. One (2) passed the English high school examination, and 33 (48) the Anglo-vernacular. One hundred and twenty-five (222) passed the Middle school examination, 751 (832) the fourth standard, and 1,278 (1,083) the second standard. Mahomedans under instruction form 6 per cent

of the total in colleges, 4·8 per cent of those in secondary schools, 5·5 per cent of those in upper primary, and 2·5 per cent of those in lower primary schools.

Karen pupils numbered 48,056 (45,851), including 3,499 (3,688) in private schools. Their Anglo-vernacular schools remain the same in number, 13, and about the same in attendance, 4,420. There are 1,028 vernacular public schools, only two more than last year, but the attendance has increased by nearly three thousand, from 35,035 to 37,814. The keenness of the Karens on education is well-known. Their marvellous progress during the last 70 years has been due mainly to Christian missions, and the Christian schools are reported to be far more efficient than the others.

The attendance of Shans, Kachins and other hill tribes showed little change. Kachins increased by 110 to 1,862, Danus from 1,454 to 1,478, Lahus from 383 to 391, but Shans decreased from 15,886 to 15,573, Taungthus from 2,538 to 2,525, Inthas from 1,760 to 1,683 and Palaungs from 684 to 575.

The School for the Sons of Shan Chiefs had an attendance of 75 boys, the same as last year. The health of the boys was good and games are keenly played. In January 1925 the school played four cricket matches on the Rangoon Gymkhana ground, winning three and drawing one. The number of Talaing schools increased, and a demand was made for Talaing readers. There seems however to have been little sale of the readers which have been completed, and the question of discontinuing the series was under consideration. The number of Talaings under instruction fell from 10,734 to 10,525.

The number of Chin pupils increased from 2,170 to 2,333. Reference was made in the previous report to the measures adopted in consequence of the Chin Education Conference. A system of 15 village schools, teaching through the medium of Chin, and three station schools at Falam, Tiddim and Haka, in which it is proposed to have English as the main language, was in course of establishment.

The number of Chinese under instruction was reported to be 16,215 (17,233), which is considerably more than 10 per cent of the population. A large number of pupils called Chinese are really Sino-Burmans, who speak Burmese as their mother-tongue and attend the ordinary Burmese schools.

Non-Muslim Indian pupils have increased from 8,020 to 8,380. There are two Punjabi Anglo-vernacular schools (at Mandalay and Rangoon), and one Bengali school, which has done remarkably good work in recent examinations. The other Anglo-vernacular schools, numbering 15 (16) are for Tamils and Telugus, who form the bulk of the Indian residents and have their own Deputy Inspector.

178. At secondary schools the attendance of girls increased by over 6,000, and in upper primary schools by over 2,500. The number of girls at the University rose from 100 to 115. Lower primary schools, which have decreased in number, have lost over 1,200 in attendance of girls. The total number of pupils in girls' schools is 51,813 (47,139), of whom about four-elevenths are boys. Eighty per cent. are Buddhists, and fifteen per cent. Christians of various races. Three-fourths of the girls attend boys' schools. Except among the Karens, co-education beyond the primary stage is generally disliked, yet outside the large centres of population it is hardly possible to establish separate secondary schools for girls.

There are 26 (25) training schools for girls with an attendance of 525 (435), besides 210 girls attending other training schools. This total of 735 is an advance of 118 on the previous year. It is gratifying to find a substantial increase in the number of women teachers under training. An important change during the year was the appointment of three Deputy Inspectresses, for Mandalay, Moulmein and Pangoon.

Only 9 (11) women took the degree examinations, and 7 (8) passed. Women at the University, unlike the men, seemed to prefer Arts to Science. There was also a decrease in the Intermediate examination candidates 20 (37), of whom 9 (24) passed. In the school examinations girls shared the general decline; 139 (128) entered for the Anglo-vernacular high school examination but only 44, or 32 per cent. passed, 67 (74) for the English high school examination, of whom 34 (47) passed; in the Anglo-vernacular middle school examination of 587 (485) candidates 209 (257) passed. The only satisfactory results were those of the English middle school, in which of 177 (193) candidates 153 (157) or 86 per cent. were successful.

179. The Reformatory School had 135 boys on the rolls, 87 Burmans, 32 Indians, 5 Indo-Burmans, 9 Chinese, Reformatory School, Insein. 1 Karen and 1 Kachin. Besides the usual vernacular school subjects, carpentry, tinsmith-work, cane-work and shoemaking were taught. It is interesting to note that of 26 boys licensed to private employers, 6 returned to the school of their own accord, which testifies to the good treatment the boys receive. The boys now wear ordinary clothing in place of the unsightly garb worn hitherto. Religious instruction was provided both for Buddhists and for Christians.

Literature and the Press.

180. The number of publications registered during 1924 was 156, compared with 180 registered during 1923. **Publications Registered.** None of the year's publications was of importance, or showed any particular literary merit. Seventy-nine were in Burmese, 25 in Pali-Burmese, 17 in Sgaw-Karen, 14 in English, 10 in Pali, while the remaining 11 were in Tamil, Pwo-Karen, Anglo-Burmese, Chin, Talaing or Gujerati. Treatises on or dealing with religion preponderated, numbering 58; works of fiction accounted for 20, natural science for 14 and language for 10; five publications dealt with political matters. The most ambitious work was a *Manual of Politics*, which the author claims to be a guide to politicians and a source of enlightenment to the masses. Two were concerned with the formation and conduct of political *Wunthamu* associations.

181. Apart from the three Government presses in Rangoon and Maymyo, there were 315 printing presses in the Province or 18 more than in the previous year. **Presses, Newspapers and Periodicals.** Thirty-five new presses were established during the year and seventeen were closed down. The number of newspapers published rose from 53 to 59. Thirteen of these were entirely new, while two were periodicals reclassified as newspapers. Eight newspapers, so classed during 1923, ceased publication, and one was reclassified as a periodical. There were 18 daily papers of which 7 were

published in English, 7 in Burmese, 3 in Chinese and 1 in Tamil. Three periodicals appeared monthly, 16 weekly, and the remaining 22 at intervals of two or three days. The total number of periodicals fell from 158 to 128. The latter figure is reached by the inclusion of 20 new periodicals, the elimination of 49 which ceased publication, the reclassification of two as newspapers which in 1923 were included among periodicals, and the reclassification of one as a periodical which in the previous year had figured as a newspaper.

Literary Societies.

182. The Rangoon Literary Society has a membership which fluctuates between 250 and 300, including up-country members. During the year the Governing Body spent Rs. 3,000 on new books, and Rs. 1,200 on newspapers and magazines. The Rangoon Literary Club completed its fourth year of existence. Membership declined from 100 to 62, possibly on account of an increase in the monthly subscription. The Rangoon Corporation has now come to the aid of this Club. The Buddhist Literary Society, whose headquarters were destroyed by fire in 1923, seems to have terminated its existence. The Rangoon Teachers' Association continued its useful work, and added to its library. The new form of administration of the Bernard Free Library, introduced in 1923, worked well, and the number of registered borrowers slightly increased. The funds of this institution were improved by a considerable increase in the yearly grant of the Rangoon Corporation. The total number of books in the Library increased slightly to 11,738.

Arts and Sciences.

183. The Annual Provincial Arts and Crafts Exhibition was held in February 1925. The number of exhibits was large, the general standard good, and the sales were better than usual. In ivory and silver work a high level of excellence was maintained. There was marked improvement in wood carving, one exhibit, a figure of an old man, being of outstanding merit. Metal statuettes showed improvement. With the opening of the lacquer school at Pagan, a return has been made to greater simplicity of design. The pottery class at Insein is now well established, and is doing well with 10 pupils. The Weaving School at Amarapura continued to give useful instruction. During the year, 3 weavers who had passed the Master Weaver's Course were sent out into the districts to explain the use and advantages of the fly shuttle sley and other modern improvements which can be easily and cheaply added to indigenous looms. The results were satisfactory, and a request for instruction in improved methods of weaving was received from the Chin Hills, where by indigenous methods durable ornamental sheets are woven without the use of a loom.

CHAPTER VIII.

ARCHAEOLOGY.

REFERENCE :—

Report of the Superintendent, Archæological Survey of Burma, for the year ending 31st March 1925.

184. The work undertaken for the conservation of the Sulamani and Tilominlo temples at Pagan was completed during the year, and the main shrine of the Dhammayazika pagoda was put in good order. Special repairs were made to the Palace and the *Pyatthats* on the Fort Walls at Mandalay, and to the tomb of King Bodawpaya at Amarapura. The Talaing inscriptions at Shwegugyi monastery in the Pegu District were protected by a temporary building. In Arakan, the work of conserving the Shitthaung pagoda at Mrohaung was carried on by the trustees, with the assistance of a Government grant.

Systematic excavation was continued on the site of Srikshetra, or Old Prome, the capital of the Pyus. Four votive tablets were found, bearing inscriptions in the Pyu language which have not been deciphered. No other notable discovery was made, but evidence accumulated of the existence of a distinctive school of art, older than that of Pagan.

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CHAPTER IX.

MISCELLANEOUS.

REFERENCES—

Report of the Chemical Examiner to the Government of Burma for the year 1924.

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Statistical Abstract for British India, Volume IV.

Report on the Working of the office of the Superintendent, Government Printing and Stationery, Burma, for the year 1924-25.

Ecclesiastical Jurisdiction.

See paragraphs 302 to 304 of the *Report on the Administration of Burma* for the year 1921-22.

Ecclesiastical.

185. The Bishop was on leave in England for seven months during the year, the Venerable W. H. Cowper-Johnson, Archdeacon of Rangoon, being in charge of the diocese. In accordance with the notice given last year, the diocese was no longer responsible for supplying a Chaplain for Dagshai (Punjab). The last Chaplain supplied left Dagshai in November 1924.

Chemical Examiner to the Government of Burma.

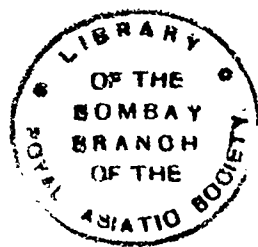
186. The number of articles examined at the laboratory continued to decrease from 10,878 to 8,364, owing to the receipt of a smaller number of samples of intoxicating drugs, morphia and opium. Examinations for the detection of poison increased.

Superintendent of Government Printing and Stationery.

187. During the year the work done in the Government Press and its branches varied little from that of the previous year. The receipts amounted to Rs. 97,440 against Rs. 1,04,083 in the previous year, the decrease being mainly due to the exclusion, under recent orders, of the receipts on account of Central Revenues. The total expenditure, including the cost of stationery stores, fell to Rs. 9.35 lakhs, from Rs. 9.94 lakhs in the previous year, owing to a saving in the cost of paper. The cost of work

done in the Central Press, including the cost of paper and binding materials, was Rs. 4·82 lakhs against Rs. 5·04 lakhs; in the Jail Branch Press Rs. 3·96 lakhs against Rs. 4·42 lakhs; and in the Maymyo Branch Press Rs. 26 lakh against Rs. 23 lakh in 1923-24. The aggregate cost for all the presses was Rs. 9·03 lakhs against Rs. 9·69 lakhs last year. As the amount of work done during the two years was almost the same, the difference is due to a saving in the cost of paper. The value of dead stock at the three presses was Rs. 6·11 lakhs, compared with Rs. 6·01 lakhs at the end of the previous year. The cost of stores purchased for the Stationery Dépôt, including freight charges and customs duty, amounted to Rs. 5·42 lakhs, and the cost of stores supplied to the various departments was Rs. 4·61 lakhs, of which Rs. 3·50 lakhs went to the Press and its branches.

188. The staff of the Stationery Dépôt was placed on a permanent footing in the early part of the year, the Dépôt having fully justified its existence as a measure of economy and convenience. Most of the paper required for printing and writing was obtained from Indian mills through local agents in Rangoon. The value of sales (excluding those of Gazettes) made to the public at the Book Dépôt, and by authorized agents, amounted to Rs. 43 lakh against Rs. 30 lakh in the previous year, and the additions to stock were valued at Rs. 1·56 lakhs against Rs. 1·49 lakhs. Acts and publications supplied free during the year were valued at Rs. 88 lakh against Rs. 93 lakh in the previous year. The work in the Book Dépôt was exceptionally heavy, and there was a large increase in correspondence and accounts work, chiefly in connection with an increased demand for Law Reports and a change of procedure regarding Central and Provincial publications.



Map
OF
BURMA
SHOWING
DIVISIONS AND DISTRICTS
[To accompany the Administration Report]
1924-25

Scale: 1 inch = 32 miles.







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on 01 February, 2020

